

Quality Schooling



Rushid Maged

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Quality Schooling

Defining and developing indicators of quality schooling for South African schools. A case study of a secondary school in an economically deprived area of the Western Cape.

by

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This is my original and unaided work and has not been submitted to any other institution before for assessment purposes. All sources, references and other assistance have been acknowledged.

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ABSTRACT

If the main objective of schooling is the holistic development of the learner, i.e. the development of cognitive skills, critical thinking skills, social skills, life skills, creativity and emotional maturity, then it stands to reason that a quality school is one which contributes to such a holistic development of the learner. Therefore indicators of quality schooling would be those factors which make the holistic development of the learner possible. The important point to bear in mind however, is that these factors (indicators) in themselves are not standard nor static, they are dynamic and context-specific. It is this conceptual framework which underpins the research study. The research study is informed by the work of West and Hopkins (1996), Schmelkes (1996), Heneveld (1994) and Govinda & Vargese (1993), who propose a more "whole school approach" in the measurement of school performance. The indicators of quality schooling were measured separately, but it is their collective impact that must be considered when attempting to assess the quality of schooling. Over a seven month period a co-educational secondary public school centrally situated in a community which resides in an economically and socially deprived area of the Western Cape, was closely observed and studied. The items and questions used in the questionnaires, interviews and observations were significantly influenced by the following: the work of West and Hopkins' (1996) four domains of school effectiveness; the IIEP research on increasing and improving the quality of basic education and Heneveld's (1994) model: Factors that determine School Effectiveness. The case study illustrates that when assessing the quality of schooling of any school it is important to assess all the factors that impact on the quality of schooling.

The case study also shows that there are various interdependent and interrelated factors that impact on the schooling system and that if any one area is not up to standard it will impact on the other areas. Therefore to assess the quality of a school merely on one factor would be inconclusive and misleading.

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Chapter One: **Introduction**

Most countries tend to treat the ...education system operating in the country in a monolithic fashion as consisting of homogenous units; it is important to recognise ...that the school system is severely fissured consisting of dual or even multiple layers of schools which are fairly well defined...in terms of internal structure, resources and styles of functioning. Referring to global terms ...without reference to these anomalies blurs the vision for developing a realistic picture of the quality of schools and the steps to be taken for improving them. Schools function in specific social and developmental contexts drawing their resources from and serving the children of certain communities (Govinda and Vargese, 1993:12).

In South Africa there are major disparities in the school system, and besides these disparities, no school is like another. The pupil population, geographical location, surrounding community, teacher staffing, educational resources, school facilities, curriculum, school ethos, and the atmosphere of teaching and learning especially in the classrooms, are not uniform. It is crucial that when measuring the performance of any school, cognisance needs to be taken of the specific location, pupil population and the specific circumstances of the school. In South Africa where schools were developed, funded and established along racial criteria under the past apartheid government, this factor (school context) is poignant. West and Hopkins argue that “if we are really serious about educational reform, we need a much broader concept of school effectiveness that embraces the range of outcomes desired for students, teachers, their schools and communities” (1996: 14).

The research study is informed by the work of West and Hopkins (1996), Schmelkes (1996), Heneveld (1994) and Govinda & Vargese (1993), who all propose a more “whole school approach” in the measurement of school performance. In South Africa, the National Minister of Education, Sibusiso Bengu, in an attempt to re-dress the past disparities of apartheid education, rationalised education and decentralised the school system. West and Hopkins (1996) stress the importance of involving all the stakeholders in the measurement of the performance of the school. It is their argument, an argument which I support, that if any one of the stake-holders are excluded in the measuring of the school performance then the assessment would be biased and incomplete. This is West and Hopkins (and my) greatest criticism of the School Effectiveness (SE) and School Improvement (SI) traditions.

Neither of these approaches include all the stake-holders in the measurement of the school performance. It is not the purpose of this study to give a detailed account of the history and development of the School Effectiveness and School Improvement movement. A brief account will, however, be necessary to provide greater insight and understanding of the issues around the measurement of the performance of schools and effective schools. It is out of the inroads made by SE and SI, that West and Hopkins' tentative model was conceptualised and my research was envisaged.

From the outset the term "effective school" needs to be clarified, and as noted by West and Hopkins (1996: 11) a broader and more comprehensive definition than the present "narrow and particular connotations it currently possesses" is needed. Most educational research and developments in almost every country today are concerned with and striving to improve the quality of schooling (West and Hopkins, 1996; Schmelkes, 1996, Heneveld, 1994 and Govinda & Vargese, 1993). An "effective school" is more than the "academically successful school" of the SE or the "process approved" school of the SI. According to West and Hopkins, "to be truly effective a school must satisfy different and equally valid criteria" (1996: 11). For this to happen all factors of the school and perspectives of all the stakeholders must be analysed. More than any of the other work and research on the quality and effectiveness of schooling, the research work done by IIEP (UNESCO) to date has been the most comprehensive, contextually-bound and relevant in assessing the quality of schooling in developing countries like South Africa. Govinda and Vargese argue that schools "function in varying contexts which make their own impact on the processes that take place in the school and the outcomes they lead to ...(therefore) it is necessary to carry out micro level in-depth studies ...(to get a more) holistic understanding of school functioning and...(effective) improvement in school quality" (Govinda & Vargese, 1993: 7).

If then the main objective of schooling is the holistic development of the learner, i.e. the development of cognitive skills, critical thinking skills, social skills, life skills, creativity and emotional maturity, then it stands to reason that a quality school is one which contributes to such a holistic development of the learner. Therefore indicators of quality schooling would be those factors which make the holistic development of the learner possible. The important

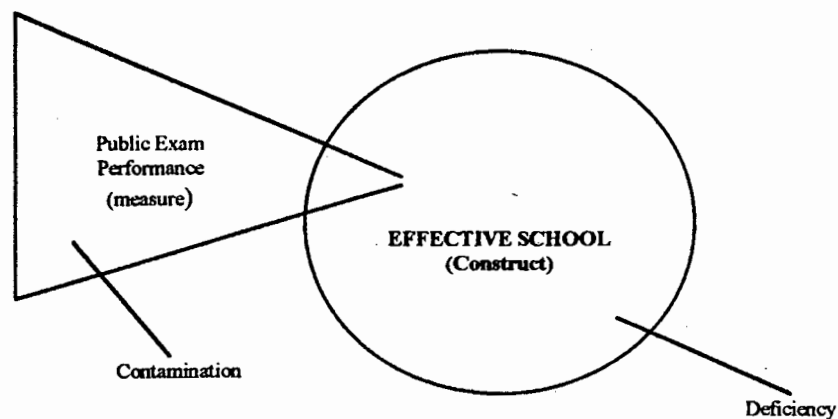
point to bear in mind however, is that these factors (indicators) in themselves are not standard nor static, in fact they are dynamic and context-specific. It is this conceptual framework which underpins the research study.

It is the purpose of this chapter to review the developments around quality schooling in general and specifically to developing countries, like South Africa. The chapter is divided into two parts. The *first* part sketches the development issues around two traditional domains on effective schools: School Effectiveness and School Improvement, and my conceptual framework for the study. The *second* part is sub-divided into two sections. The first section discusses the purpose and role of educational indicators in assessing the performance of schools. The second section reviews research and studies of quality schooling in developing countries.

2.1. History of measuring school performance / quality:

In their criticism of School Effectiveness tradition, West and Hopkins raise a number of valid concerns. Firstly, they argue that “correlates by themselves, do not explain the nature of cause and effect..... correlates occur because they are outcomes of effective schools, not determinants of them” (West and Hopkins, 1996:4). Secondly, they view the emphasis of pupil results as the major indicator of school performance as inadequate and thus only reflect one factor of an effective school. Concentrating on this aspect of measuring could also have many negative consequences for the school.

Fig 1: The Mismatch of the Construct and the Measure of School Effectiveness



(From: West, M. and Hopkins, D., 1996: pp. 5)

In Fig.1, this “misrepresentation” of the matric results (pupil exam performance) is referred to by West and Hopkins as a “contamination”, because the measure does not necessarily match the construct. In the South African schools, a lot of emphasis is placed on the matriculation (Standard 10) results. Schools are often rated according to their matric results as opposed to the overall schooling offered or even the other standard results. Parents choice of a school for their children are largely influenced by the publicity generated around the matric results. At the school which I researched (hereafter referred to as *Auckland High School*), the school planning is organised around the needs of the matric teachers and pupils. A third criticism is the inclination to “highlight the managerial behaviours and attitudes” of “effective schools”, but little research has been done about “ineffective schools” to substantiate this argument. (West and Hopkins, 1996:6). At the school which I researched, “effective” management of the school is often not due to one or a group of persons, but the whole school, especially the teachers. Another criticism about the SE is their “standardised approach” and tendency to “transfer ‘recipes’ from one school community to another” (West and Hopkins, 1996: 10).

The SE approach is a more “top-down” approach which emphasises pupil academic results, an approach which will be opposed in South Africa. South African schools, especially the black disadvantaged and oppressed schools were and are very critical of assessing the “effectiveness” of a school based on examination results, especially in the light of the past (and present) disparities and racial discrimination in educational budgets and resources of the past decades of apartheid rule prior to 1994. These schools were regular sites of political resistance to the “gutter” education dished out by the past apartheid government of the National Party. It would be an injustice to compare the “effectiveness” of schools purely on pupil academic results when there are vast disparities in terms of school facilities, number of pupils per teacher per class, text-books, teaching aids, budgetary allocations, teaching and learning conditions. South Africa has a rich history of teachers, parents and pupils opposing that (pupil attainment) which SE views as a major indicator of school performance. This is not to say the pupil academic results must be discarded, on the contrary they are important indicators in measuring the performance of a school. But they are but one of the many indicators. It is the view of this thesis, like West and Hopkins, that

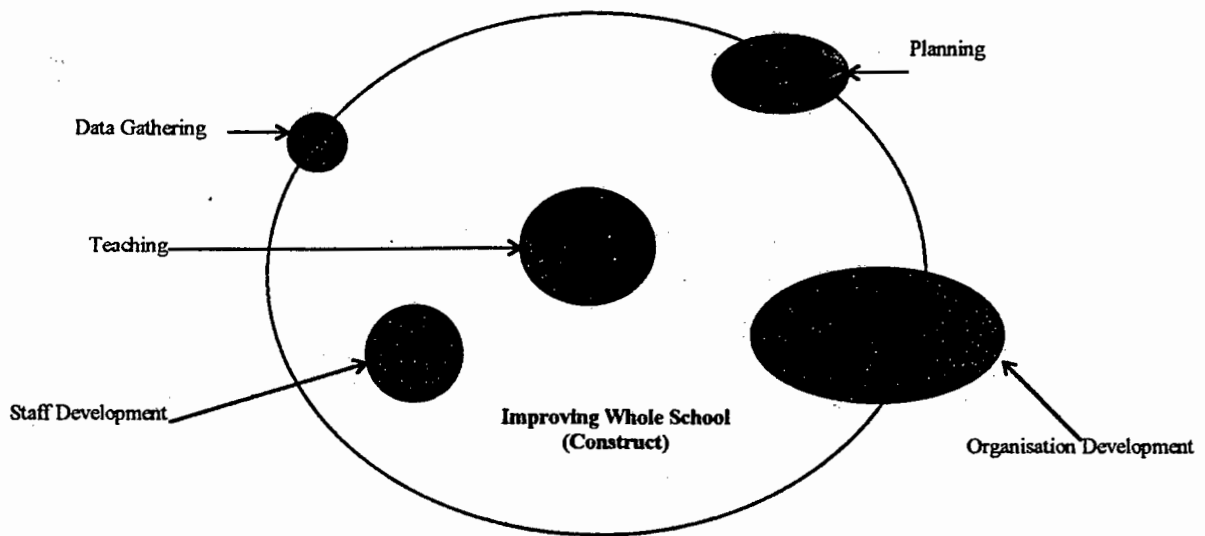
there are many indicators, none more important than the other, that must be assessed collectively to get a comprehensive assessment of the effectiveness of the school: this is the whole school approach.

If one considers the work by Crombach and Mehl (1995) on construct validation, then there are discrepancies with the SE and SI construct (in West and Hopkins, 1996:5). As stated by West and Hopkins (1996) "in seeking a definition of an effective school... we need a construct which both reflects all (or at least a fair range of) those qualities which we associate with effective schooling, but which is also amenable to measurement" (West and Hopkins, 1996: 5). In centralising pupil exam performance as the major indicator of an effective school, SE is ignoring other areas like parents, community, staff development, non-academic and pupil experiences. The pupil exam results, being only one factor, is not able to fully measure an effective school. This shortcoming on the part of the SE is regarded as a "measurement deficiency" by West and Hopkins (1996: 5). In adopting a more "whole school approach" to the measuring of the performance of a school, I am critical of the SE model which concentrates only on one factor of the effective school construct. Similarly in Fig.2, the SI argues to be adopting a "whole school" and a bottom-up approach, but they concentrate more on staff development and ignore the perspectives of the pupils and parents, thus giving substance to the West and Hopkins diagrammatic description of the SI "whole school" approach as being an "illusion" (1996: 11).

West and Hopkins are also very critical of The School Improvement (SI) movement, which they consider to be nothing more than "glorified staff development activities" (West and Hopkins, 1996:8). The SI group concentrate their work around the teachers and the senior managers of the school, and neglect the important role of the pupils and parents. What is the purpose of a school? Why do parents send their children to schools? Is it not to develop cognitive skills, critical thinking skills, social skills, life skills, creativity and emotional maturity of the pupil? Then shouldn't research on school effectiveness revolve around the teaching and learning of the pupil, the classroom activity, the experiences of the pupil at the school, the academic and non-academic performance of the pupils? The management, staff development, parent involvement, community and official educational networks are

important support mechanisms of the schooling process. By concentrating on the development of teachers and associating with the management of the school, the SI is ignoring an important factor in measuring the performance of the school, viz. the pupils (and parents). Therefore I support Huberman in his argument that “if changes in organisational and instructional practices are not followed down to the level of effects on pupils, ... we are essentially investing in staff development rather than in the improvement of pupils’ abilities” (Huberman in West and Hopkins, 1996:8-9).

Fig 2: The School Improvement “Whole School” Illusion.



(From: West, M. and Hopkins, D., 1996: pp. 11)

Another criticism of SI by West and Hopkins is that there is a tendency to be concerned with “the ways teachers control schools.... (they) spend significant amounts of time in the school with teachers, they are susceptible in the conceptualisation of their models to teacher values” and do not take cognisance of the pupil and parent perspective. (West and Hopkins, 1996: 9). Through their close association with the senior management of the school, it is felt by West and Hopkins that their assessment of the school favours the views of the senior management on effective schooling (West and Hopkins, 1996: 9).

As early as 1993, Reynolds, Hopkins and Stoll surveyed the paradigms of the School Effectiveness (SE) and School Improvement (SI) models (1993). In their article they sketch the history, differences and exclusiveness of the two traditional domains of measuring school performance. They acknowledge the strides that the SE and SI models made in

measuring the performance of schools and promoting a better quality of schooling, but also criticise their conservative development over the decades. Reynolds, Hopkins and Stoll (1993) offer ways in which SE and SI can improve the “validity and reliability” and develop beyond their exclusive frameworks. For example, SI needs to refocus not only on the school but also the classroom and take cognisance of the impact of staff development programmes on pupil outcomes. The SE need to show how the school can develop, how ineffective schools become effective and need to be aware that all schools (or pupils) are not the same.

Table 1: Summary of School Effectiveness and School Improvement models.

	School Effectiveness	School Improvement
<i>Orientation</i>	Top down	Bottom up.
<i>Purpose</i>	Measure the extent of inequality, then show the importance of schools and find correlates of effectiveness.	Formulae for making schools effective especially for the disadvantaged.
<i>Focus</i>	Schools and school organisation.	Individual teachers or groups of teachers, and on school process.
<i>Methods</i>	Data driven with emphasis on outcomes. Quantitative in orientation using production function models.	Rare empirical evaluation of effects of change. Focus on organisation and staff development. More qualitative.
<i>Knowledge Base</i>	Specialist research.	Practitioner knowledge.
<i>Time Frames</i>	More concerned with schools at a point in time.	More concerned with schools as changing.
<i>Outcomes</i>	Concerned with changes in pupil outcomes. Lack of knowledge about how to implement change.	Concerned with the journey rather than the destination.
<i>Definitions of Effectiveness</i>	School able to change all its pupils to desired standard.	Empowered staff move the school towards their desired goals.
<i>Limitations</i>	The empirical data of pupil examination performance is the major indicator. Measurement deficiency.	Propagates to be “whole school” oriented, but concentrates on teacher development.

(From: Reynolds, Hopkins & Stoll, 1993: 40-45; and Gilmour, 1997: 4)

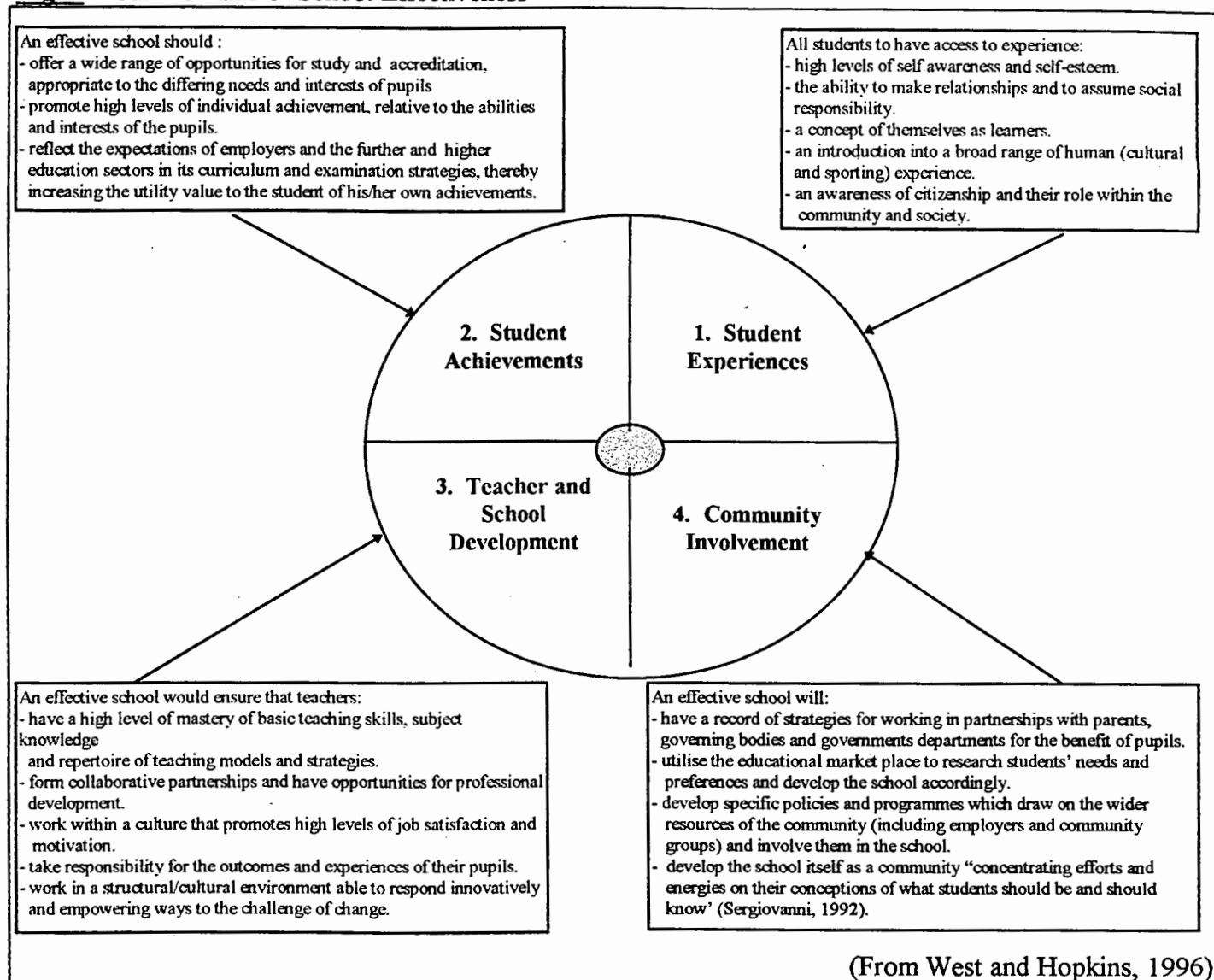
Reynolds, Hopkins and Stoll attempt to provide reasons why SE and SI were unable to agree and integrate. In their article they list examples of integration and interrelationships between SE and SI, and which they argue are representative of a “distinctively new paradigm built on the foundations of the existing two” (Reynolds, Hopkins & Stoll, 1993: 38). For example, in Canada there are many programmes “which involve the utilisation of school effectiveness knowledge within school improvement programmes” (Stoll and Finck, 1989, 1992 in Reynolds, Hopkins & Stoll, 1993: 38). They also refer to the Improving the Quality of Education for All, Halton’s Effective Schools Project, and The Cardiff Change Agent Study, as further examples of a merging or “cross-paradigm” work (Reynolds,

Hopkins & Stoll, 1993: 46-47). However in 1996, West and Hopkins, argue that the “merging” of SE and SI still has many limitations, what is needed is a complete intellectual, theoretical, methodological and conceptualisation shift. West and Hopkins acknowledge the sturdy work done by these two movements and state that it should not be discarded, one should rather build on it. They suggest that SE and SI should not be a “merging of minds” nor a “meeting of minds”, but rather a complete “paradigm shift”. (Kuhn in West and Hopkins, 1996). Therefore it would be required from both the School Effectiveness Researchers and School Improvement Practitioners to break away from their exclusive framework and undergo a methodological, theoretical and conceptual shift if they are serious about promoting quality and effective schooling. Furthermore, West and Hopkins argue that “if all that was required was to enter into a ‘meeting of minds’ ... with eyes open, and a clear appreciation of the strengths and weaknesses of the two traditions, then the desired fusion would have already been achieved...” (1996:2).

In putting forward their tentative model of school effectiveness, West and Hopkins argue that “if we are really serious about educational reform, we need a much broader concept of school effectiveness that embraces the range of outcomes desired for students, teachers, their schools and communities.” (1996: 14). The school effectiveness model proposed by West and Hopkins is divided into four domains (Illustrated graphically in Fig.3). The first is “related to students’ access to and the range and quality of experiences provided”, the second is “related to the quality of the students’ academic and other measurable achievements”, the third is “related to the development and growth of teachers and of the school as an organisation”, and the fourth is “related to the quality of involvement of the community of ‘stake-holder’ groups, such as parents, governors, LEAs, government departments and employers” (West and Hopkins, 1996: 14). Unlike the SE and SI models, the model by West and Hopkins involves all the stake-holders of the school (pupils, teachers, parents, communities, Government officials) in the measurement of the performance of the school. It is more of a whole school approach. Central to their model is the “perspectives of the pupils on their own learning experiences” and that “student experience is a major and vital outcome of schooling” (West and Hopkins, 1996: 16). What will be shown by my case study is exactly what has been illustrated by West and Hopkins,

and that is that the perspectives and experiences of the pupils illuminate greater insight into the quality of schooling of the school being researched.

Fig. 3: Four Domains of School Effectiveness



West and Hopkins value the data on student achievement in so far as it is "useful to individual teachers seeking to monitor the progress of individual students" (West and Hopkins, 1996: 16). It will be difficult for schools to change the public perception of the school's effectiveness in South Africa especially since the matric results are widely publicised locally and nationally. Even if schools themselves do not equate their effectiveness solely to the achievements of the pupils, in South Africa the educational system nevertheless is highly politicised. The pupil achievements at matric level are often unfairly exploited by the political parties to "gain points" for success and to criticise opposition parties' failures.

West and Hopkins also acknowledge that there is “sufficient empirical evidence to suggest with confidence that there is a strong connection between teacher development and student achievement” (West and Hopkins, 1996: 18). But as argued by Joyce (1992) a workshop is only productive if the “teachers gain understanding, see demonstrations of the teaching strategy they wish to acquire and have the opportunity to practice them in a non-threatening environment” (Joyce, 1992 in West and Hopkins, 1996: 19). There is no staff development if workshops are viewed as an opportunity to break away from the academic programme or to show that you (teacher) are present and doing your duty. Staff development programmes should be directed at improving the teaching and learning atmosphere at the school for the benefit of the pupil. At the school which I researched it appears that decisions and planning about the school programme are more for the benefit of the teachers than the pupils. However, I need to reiterate the importance of taking cognisance of the particular setting and circumstances of every school in measuring the performance of the school. It is important to consider the bigger picture and not confine oneself to one factor (pupil academic results) or observe the perspectives of one of the stake-holders (teachers), when attempting to assess the quality of schooling.

West and Hopkins feel that the role of parents and the community are crucial to the effectiveness of a school, but “real partnership implies that the school is willing to allow key groups to influence the discussion and not simply seek external support for what are essentially internally determined policies” (West and Hopkins, 1996: 20). However, the parents at *Auckland High School* are mere “rubber stamps”. Because many of the parents are poorly educated and unemployed, they feel that they are not equipped to “manage” a school. Although the parents are in the majority on the governing body and the principal of the school can only be the secretary, the meetings are dominated by the principal.

Although West and Hopkins are writing about British schools that are faced with the decentralisation policies in that country, their model is very flexible which enables it to be adapted and applied to the South African situation. The basis of their model is that in measuring the performance of a school one needs to take cognisance of all the stake-holders and the particular circumstances of the school. Their four domains of student experience,

student achievement, community involvement and staff and school development are very broad and encompass all factors of schooling. The value of their model is that all pupils are considered as important and not only the high achievers, the emphasis is on measuring the whole schooling experience of the pupil: academic and non-academic, inside and outside the school, and it takes into consideration the perspectives of all the stake-holders. However, as noted by Reynolds:

The field of international comparative studies has not yet demonstrated, firstly whether 'knowledge' about schools and therefore policy can be transported from one educational culture to another, secondly, why some correlates of 'effectiveness' have more or less explanatory power in different countries, and thirdly what might be the impact of within country variation." (1994: 219-220 in Gilmour, 1997 : 1).

Policy makers may not favour such a model as it could be a costly and time-consuming venture which would create too many variants. But it could be a very thorough exercise, an exercise that schools could embark upon every couple of years to measure their own performance.

2.2. Developing Indicators and Defining Quality Schooling in Developing Countries:

2.2.1. Educational Indicators:

According to the Oxford dictionary an indicator is that "which points out the condition of or provide current information about", in this instance the school. Johnston argues that there are three purposes for employing educational indicators: to monitor changes in educational systems, to assist in the process of planning system provisions, and to facilitate research into educational systems (1976 : 17). He argues that to assess the real performance of an educational institution (in my case a school), far more than one indicator is needed so that all aspects of the educational system (schooling) can be assessed (1976:17). The indicators "may be seen as instruments which monitor progress, coverage, efficiency, effectiveness and problems of the system" (Sauvageot, 1992: 5). The following are a few of the indicators which were listed by Sauvageot's (1992: 5) study of Lesotho: percentage of

pupils in the classroom, pupil : teacher ratio, repetition rate of pupils, percentage of pupils completing different levels of schooling, availability and use of books, number of pupils seated at desks, pupil : classroom ratio, qualification and experience of teachers, attrition rate of teachers, public expenditure and cost on education, pupil and teacher. Davies and Ellison (1995) question performance indicators such as “Standard Assessment tasks, General Certificate of Secondary Education, A level results, and truancy rates are valuable perspectives”, and offer “alternative measures of school effectiveness ... using total quality management (TQM) concepts such as client or customer satisfaction” (Davies and Ellison, 1995: 5).

Davies and Ellison (1995: 5) also consider the collective perspectives from the pupils, teachers and parents to be crucial in assessing/measuring the performance (quality) of the school. Davies and Ellison argue that by focusing on the individual schools and by using information from the students, parents and teachers, they are attempting to ensure that the study is “part of the school’s own cycle of development planning and improvement” (1995: 6). As I found in my case study, I gained the co-operation of the respondents since there was a large degree of “ownership” involved since the study was about their school for their benefit, and not a study about a school for some external purpose. Also central to the study of *Auckland High School* was that the data collected was “part of the school improvement process and not just as a means of sampling opinion and satisfaction” (Davies and Ellison, 1995: 8).

2.2.2. Quality Schooling in Developing Countries:

The “deterioration of the quality of schooling” in the developing countries has especially been compounded by the economic and financial crises evident in these countries (Schmelkes, 1996:2). In the last few decades there have been numerous “educational-development programmes”, especially in developing countries, namely the Declaration of Education for All signed in Jomtien, Thailand, in 1990, whose “main objective is the improvement of the quality of education” (Schmelkes, et al, 1996: 7). In South Africa similar programmes under the African National Congress Government, namely the

Reconstruction and Development Programme (RDP) to re-dress the past inequalities nationally and specifically to develop a more positive culture of teaching and learning at selected disadvantaged schools has been initiated. In 1993 and 1996, the International Institute for Educational Planning (IIEP, UNESCO), in collaboration with the UNDP Division for Global and Regional Programmes, published reports on an inter-regional research project for the improvement of basic education services. In each of the four countries: Guinea, India, China and Mexico, approximately five contrasting localities (schools) were selected “to understand what the quality of education is and to explain what affects it” (Govinda & Vargese, 1993 : 14 and Schmelkes, et al, 1996: 18).

It no longer suffices simply to compute national averages and design standard packages...quality of educational institutions needs to be understood within the developmental context in which they function ...it is essential to identify the differences between schools in relation to their varied local contexts ... planning has to be more flexible and adaptive, diagnosis has to be done with a local specific framework and diversified proposals for action have to be formulated in a need-based fashion” (Govinda & Vargese, 1993: 14, Heneveld, 1994 : 1, and Schmelkes, 1996: v).

The definition of quality can be problematic, and to assess the quality of schooling with “years of schooling” or “academic achievement of the pupil independently of pre-school background, community context, ... out-school factors” would be an inadequate assessment to say the least (Schmelkes, 1996 : 11). Govinda and Vargese debate the issue of “quality” extensively in their paper. In an in-depth review of research studies on what constitutes quality and the measurement thereof at schools, they have found that “there is no consensus among educationists as to what constitutes quality... (however) it is generally agreed that the quality of education can be more objectively and concretely seen in terms of the quality of ... (the) schools” (Govinda & Vargese, 1993: 5). It is their view that to fully understand the quality of schooling, the material and human inputs, teaching-learning processes and learning outcomes, must be assessed separately and in an interdependent context. As noted by many of the above reviews, it is also argued by Govinda and Vargese that schools “function in varying contexts which make their own impact on the processes that take place in the school and the outcomes they lead to ...(Therefore) it is necessary to carry out micro

level in-depth studies ... (to get a more) holistic understanding of school functioning and ... (effective) improvement in school quality” (Govinda & Vargese, 1993: 7).

In developing countries, like India and South Africa, the disparities and special characteristics of the regions, communities and schools are a result of historical social, economic, political, cultural, legal and religious factors and developments, which will take decades to disappear. Schools are located and function in specific social and developmental contexts drawing their resources from and serving the children of specific communities. Consequently, generalisations drawn with regard to the parameters of school quality have to be necessarily context specific. Govinda and Vargese’s (1993) study generated a number of significant findings; namely learner achievement was positively correlated with the time spent by the learner and teacher on teacher-learning activities and the extent of facilities available in schools improved with the levels of development of the locality. Govinda and Vargese acknowledge that it is difficult to define “quality” but what their study has shown is “effective schools are those which use the teacher and learner time to the maximum in learning activities” and only then will the impact of school facilities, classroom practices, parental involvement and the other educational inputs enhance the quality of schooling (1993 : 7).

Schmelkes et al argue that it is the external impacts (location, community, government officials) in conjunction with the internal issues (teachers, pupils, management, facilities, etc.) that significantly determine the quality of schooling being offered (1996: 19). Therefore they suggest a “micro-social approach” whereby an analysis of the regional and local contexts in which the schools are found are researched (1996: 19). “A review of educational policies at the international level shows that an attempt at transcending the socio-historic barriers to social participation through equal treatment of all children irrespective of context will fail” (Heneveld, 1994: 1; Filp, 1995: 15 and Schmelkes, et al, 1996: 19). In South Africa under the previous apartheid government of the National Party, educational funding and development were along racial lines, and as a result of this there are today great disparities in the school facilities, educational resources and consequently

the quality of schooling between the “White”, “Coloured”, “Indian” and Black” schools. “To treat those who are unequal equally, is to perpetuate inequality or accentuate it” (Filp, 1995: 15 and Schmelkes, et al, 1996: 19). What is proposed is that there should be a focalization of resources. Resources must be channelled selectively and firstly to schools which need it the most and, in the case of South Africa, which have received less in the past. This is not to reverse the discrimination of the past, but to address the vast disparities caused by past discriminatory measures.

Very significant findings were generated as a result of the UNESCO research co-ordinated by Schmelkes et al. Schools were selected for the purpose of their study from economically, socially and culturally different regions. Their study illuminated a clear correlation of widely varying interrelated cultural, socio-economic, nutritional, attitudinal and health characteristics of the parents on the learning results. However, it was found that the education system (as is the case in South Africa) “more than disregard these differences, in the sense, that it implements homogenous strategies in heterogeneous situations, which alone produces inequalities” (Schmelkes, et al, 1996:145). In South Africa the educational budget of a school is calculated in relation to the number of pupils at the school. This principle is applied to all schools including the dilapidated schools identified by the Mandela RDP Schools’ Project. More recently, the teacher : pupil ratio of the much debated redeployment and rationalisation process in South Africa was calculated in accordance to the number of pupils at the school. In all the cases a standardised uniform measurement (number of pupils) was identified and used as the main (if not only) indicator, no cognisance was taken of the state of the school, lack (or gross shortages) of teaching aids, the special needs of the school or even the vast disparities among the schools due to past inequalities. In adopting a more homogenous (equitable) approach, the educational system was actually aggravating and accentuating the inequalities. Schools in economically deprived areas will in this way always be discriminated against. These schools will not have the economic support from the parents and community to boost the school. Parents who are economically able, will rather send their pupils to “better” equipped schools.

Schmelkes et al question "improving primary education facilities ... through uniform, standardised measures" (1996: v). Schmelkes et al rather propose the schools should be improved and developed by addressing the "needs and living conditions of the disadvantaged groups" within the community from which the pupils come from or where the school is located (1996: v). It is therefore suggested that an "effective and clear positive discrimination strategy" be adopted "giving more attention and support to the schools in the economically deprived areas (Crouch, 1994 : 23 and Schmelkes, et al, 1996: 146). If not, there could be a development of a "Latin Americanisation" of SA education. A two-tier system of free mass education of a poor quality, publicly funded and run by an uninterested bureaucracy, on the one hand, and a private, creative system where even the progressives send their children (Crouch, 1994:23). The one would be a system which is free, publicly controlled and almost entirely funded by the state, with creativity and flexibility stifled by, for example, salary pressures from teachers, budgetary pressures from other government departments and often under the sway of bureaucratic unions. The public school system would tend to become a contested ground between two bureaucracies: the state and the school. The other, private school would be free to set its policies and fees, as long as no overt racial discrimination is practised, have little or no public support, but would be able to develop creatively and non-bureaucratically in a demand-driven fashion. Because high quality education provided for on a free basis to all will simply not be budgetary feasible, free education for the masses will become at best mediocre, and at worst very poor (Crouch, 1994:23). Crouch, (and I support him in this regard) feels that the private schools should not be closed and that all schools be brought under the umbrella of public schools. He proposes that private schools to be allowed to continue with the blessing of the constitution of the country and the Educational Bill, and rather divert funds to the poorer, under-resourced and dilapidated public schools. Crouch proposes a multi-tiered system of subsidies complemented by efforts in financing and governance to be elicited from parents according to their ability to pay and organise (Crouch, 1994: 25).

Schmelkes et al acknowledge the past international literature on the quality of schooling, but "recent studies carried out in developing countries also identified important independent

impacts on the supply side” (1996: 11). They list the following factors which could influence the quality of schooling, especially in developing countries (like South Africa): socio-economic conditions (income of the parents), cultural capital (educational level of the parents), distance from the school (especially in the rural areas), relevance of learning (in relation to the student or the society in which he/she lives), pedagogical practices in the classroom (teaching and learning inside the classroom), quality of the school (facilities and educational resources available), quality of the teacher (working conditions, qualifications and experience), school administration (role of the principal and management), system of supervision and pedagogical support (the role of circuit managers), relationship between the school, community and educational system and society, level of grade repetition, and the school capacity for social intervention (Schmelkes, et al, 1996: 11-16).

It is proposed by Schmelkes’ study that the educational authorities should empower the parents through improving communication between the schools and parents and communities; and to enlighten the parents and communities about educational issues, legislation, functioning of schools, the rights and duties of parents (1996). Similarly, in my study of *Auckland High School*, little training and educating on the part of the government departments or the schools to empower the parents to ensure that they play a more productive role in improving the quality of schooling was given. For example, the parents on the governing body at *Auckland High School* were inexperienced in meeting procedures and this was exploited by the teachers of *Auckland High School* to push through certain policies.

Schmelkes et al also argue that the upgrading of a school does not inevitably imply an improvement in the quality of schooling (1996: 11). It may increase the pupil population and create a better atmosphere for teaching and learning, but to adopt such an argument is short-sighted, as there are many more issues at play, especially in developing countries. This point is highlighted in my case study of *Auckland High School*. After the revamping of the school building, there was a significant increase in the pupil enrolment, but the teaching and

learning strategies, academic programme, social problems, management strategies and parental involvement did not change.

Schmelkes' et al study re-enforced the important role that teachers play in the supplying of quality schooling, especially in the classroom with the pupils (1996: 11). A lot of issues are raised around teachers, which should not be viewed in isolation as they are interrelated. Issues like mastery of subject, pedagogical approach, qualifications, classroom management, working conditions and motivation are all important. Chapman (1994) explored the causes, consequences and responses of teacher absenteeism and teacher attrition in developing countries. Chapman argues that chronic teacher absenteeism denies the pupils instructional time which in turn jeopardises the pupils' learning and undermines the quality of schooling (1994: 1). On a day to day basis, teacher attrition has a different, yet serious impact on the quality of schooling offered at the school, if not the country. The loss of experienced teachers is detrimental to the quality of the teaching and learning process. Furthermore, Chapman argues that teacher attrition is also a "waste of scarce resources", especially for developing countries, where a lot of time and money (bursaries) are invested in training teachers (1994: 2). But more important is the loss of valuable skills and expertise. New teachers, often inexperienced, have to be recruited and trained. Chapman's study shows, and this will be supported by my study of the Western Cape school, that it is often the highly qualified teacher with years of experience in teaching specialist subjects, that top the list of teacher attrition (1994: 2). The reason being that, despite the poor employment options in developing countries, they are sought after in the private sector and have wider employment alternatives. In his study, Chapman (1994) documented the following reasons for the high rate of teacher absenteeism in developing countries: a) due to the low teacher salaries, teachers take on supplemental work, b) there is no effective monitoring of the teachers as classroom teaching occurs in relative isolation from the education departments, parents, community and even the principal, c) reprimanding and terminating of service are considered too drastic, especially when replacements are difficult to find, d) poor working conditions, and e) teachers are not motivated and feel little loyalty to the school and the community. In addition to the loss of

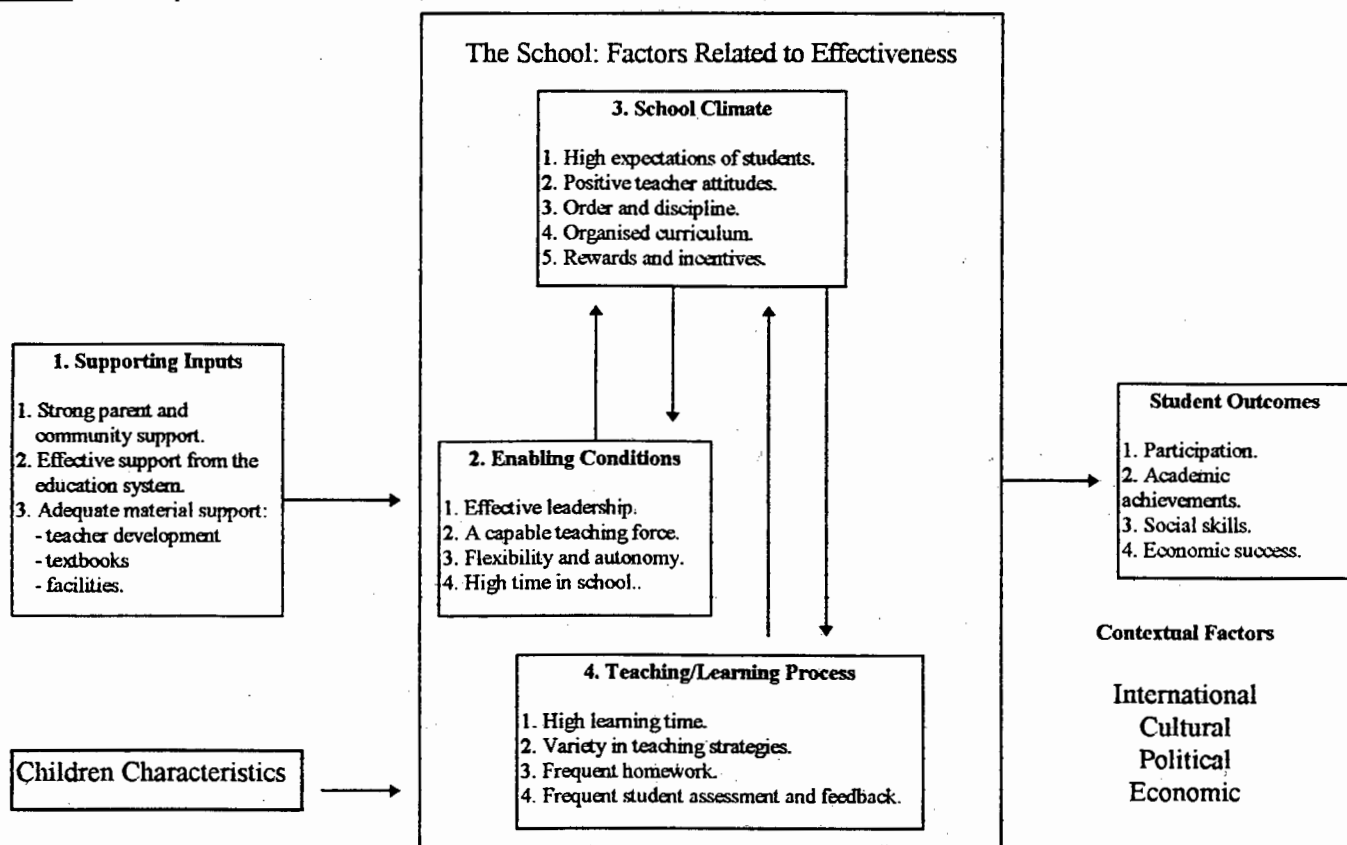
instruction time, teacher absenteeism appears to encourage pupil absenteeism, truancy and even dropouts. At *Auckland High School* which I researched, when a teacher is absent there often is no teacher to substitute that teacher, and the pupils are left unattended. If more than one teacher is absent for a long period, the pupils sense that they are wasting their time and rather stay at home. What is clear from Chapman's study is that the solution to teacher attrition and absenteeism will have to be solved nationally and to a less degree by the school itself. Schmelkes' et al study also concludes that the principals and educational administrators (supervisors) have an important monitoring and supervisory role to play in ensuring the smooth "running" of the school, linking all the stake-holders, keeping abreast of and informing all concerned about new developments.

Ndawi argues that teacher training, especially in developing countries, are not preparing or training teachers for the real world of teaching (1997: 125). For many years in the Western Cape, this was the criticism of teachers who come from disadvantaged communities and are trained at teacher training colleges and institutions that are based in elite areas. When the newly graduated teachers enter the schools they are literally shell-shocked by the teaching and learning conditions, and take years to "adapt". In essence, Ndawi (1997) argues that teacher training in developing countries should be relevant in order to enhance the quality of schooling, and not contribute to its deterioration. In seeking a solution, Ndawi offers the views of Elliot's hermeneutic paradigm. The hermeneutic paradigm "emphasis situational understanding in that teachers must be equipped with skills to learn new materials, to identify problems (Ndawi, 1997: 125). Teachers must formulate their own solutions and evaluate their successes or failures in order to improve on them. Traditionally trained teachers are trained for the ideal conditions of plenty, and struggle when they are faced with the reality of textbook shortages, overcrowded classrooms, dilapidated schools, discipline problems and low morale of colleagues. The relevance of education we provide is only relative to the demands of the situation in which it is provided.

It is the view of Heneveld that "most of the schools in Sub-Saharan Africa (including South Africa) suffer from very poor conditions of learning: dilapidated or half-completed

buildings, insufficient desks, overcrowded classrooms, few or no learning materials, poorly educated and motivated teachers, and recitation as the dominant vehicle of learning” (1994:1).

Fig. 4: Conceptual Framework: Factors that determine School Effectiveness.



(From Heneveld, 1994:2)

From the diagrammatic representation above, it is the view of Heneveld (1994) that there are various interrelated factors which impact on the quality of schooling. Heneveld puts forward sixteen school-related factors which he categorises into four groups, viz. supporting inputs, enabling conditions, school climate and teaching-learning process (1994). These factors do not operate in isolation, but in an interrelated way and collectively contribute to the student outcomes. He concludes that these indicators can be used to “plan improvements in the quality of primary education, to conduct situation analyses and sector work on school quality, and to monitor and evaluate educational reforms” (Heneveld, 1994:2). Heneveld’s study finds that many countries assume that standardised national policy and the provision of basic inputs are “sufficient to change the quality of the learning process” (1994:1). These standardised policies ignore the internal life of the school, which Heneveld considers to be crucial. It is further argued that the school is influenced by the

“institutional, cultural, political, and economical context surrounding” in which it is located (Heneveld, 1994:1) as well as the quality of schooling.

2.3. Conclusion

Like South Africa and as noted in the article by West and Hopkins, in most countries there is a tendency to regard the completion of a set number of years of education or the pupil attainment results as sufficient indicators of the “acquisition of the basic competencies” (Schmelkes, et al, 1996: 1). The state of education, conditions of schooling, educational facilities, the supply and demand of schooling are significantly different to the developed countries like America, Britain or Australia. Furthermore, the UNESCO reports and my study argue that within these countries and any other country (or region), the quality of schooling must be assessed in relation to the locality of the school and the interrelations with the community. The format, contextualisation and methodology of research work by Schmelkes et al (1996), Heneveld (1994) and Govinda and Vargese (1993) also serve as a basis for my research.

The main point that should be taken from the IIEP study is that in assessing the performance of a school and or formulating any school (or educational) policy one should not rush into enforcing standardised uniform strategies. The strategies and models should be flexible and adaptive to accommodate the particular circumstances and context of each school. I do not propose that there should be hundreds of different models or a model for each school, but rather a number of core areas or domains (as previously set out by West and Hopkins, 1996: 14 and Heneveld, 1994: 2) which accommodate the mosaic of variables inherent in any society. The case study of *Auckland High School* is presented in accordance to the domains and factors as formulated by West and Hopkins (1996), and Heneveld (1994).

Like many developing countries (as argued throughout this chapter), the educational budget of South Africa was severely constrained, and the bulk of the budget went towards paying the salaries of teachers. In 1997 the Western Cape was allocated a budget of R2.8-billion, of which 90.2 percent was for salaries of teachers and administrative costs. Due to an

earlier agreement, the government was forced to grant the teachers a salary increase of approximately 9%. In conjunction with the legal costs of a court action to challenge the re-deployment programme and then a salary increase, it was not surprising that the provincial educational budget would be overspent. At the end of November 1997, the Western Education Budget was R458-million in arrears, and increasing (Moss, 1997). In addition, the national government has refused to assist provincial governments who have overspent their budgets, merely because there are no funds available.

The Western Cape Education Department (WCED) has responded by terminating all free transport to urban schools, terminating the posts of all temporary teachers, terminating 8000 teaching posts at the end of 1997 and declaring that all schools are to pay 30% of their municipal bill. The WCED are also investigating the possibility of cutting down on cleaning staff, maintenance staff, pre-primary school funding, adult education funding and not granting substitute teachers for teachers on sick leave and maternity leave. Already schools are not granted substitutes for teachers on vocational and study leave.

Evidently, the quality of schooling at many of the Western Cape schools, especially those situated in the economically and socially deprived areas, will deteriorate. Though the ANC is not working towards "free education for all", the signs of Crouch's two-tier system is still surfacing. In a noble attempt to re-dress the past inequalities and improve the quality of schooling at many of the disadvantaged schools, Bengu's new school plans have in fact accentuated the inequalities. It is within this national and provincial educational context that the case study of my thesis has to be viewed.

Chapter Three : Methodology

Chapter two discusses the work of West and Hopkins, Govinda and Vargese, Schmelkes and Heneveld who argue that there should be a reconceptualisation in the assessment of quality schooling. The school effectiveness model proposed by West and Hopkins is divided into four domains (Illustrated graphically in Fig.3). To re-cap the first is “related to students’ access to and the range and quality of experiences provided”, the second is “related to the quality of the students’ academic and other measurable achievements”, the third is “related to the development and growth of teachers and of the school as an organisation”, and the fourth is “related to the quality of involvement of the community of ‘stake-holder’ groups, such as parents, governors, LEAs, government departments and employers” (West and Hopkins, 1996: 14).

Govinda and Vargese argue that schools “function in varying contexts which make their own impact on the processes that take place in the school and the outcomes they lead to ...(therefore) it is necessary to carry out micro level in-depth studies ...(to get a more) holistic understanding of school functioning and ...(effective) improvement in school quality” (Govinda & Vargese, 1993: 7). Govinda and Vargese acknowledge that it is difficult to define “quality” but what their study has shown is that “effective schools are those which use the teacher and learner time to the maximum in learning activities” and only then will the impact of school facilities, classroom practices, parental involvement and the other educational inputs enhance the quality of schooling. Schmelkes argue that it is the external impacts (location, community, government officials) in conjunction with the internal issues (teachers, pupils, management, facilities, etc.) that significantly determine the quality of schooling being offered (1996: 19). Schmelkes argues that the socio-economic conditions (income of the parents), cultural capital (educational level of the parents), distance from the school (especially in the rural areas), relevance of learning (in relation to the student or the society in which he/she lives), pedagogical practices in the classroom (teaching and learning inside the classroom), quality of the school (facilities and educational resources available), quality of the teacher (working conditions, qualifications and

experience), school administration (role of the principal and management), system of supervision and pedagogical support (the role of circuit managers), relationship between the school, community and educational system and society, level of grade repetition, and the school capacity for social intervention which could influence the quality of schooling, especially in developing countries (Schmelkes, et al, 1996: 11-16). Heneveld puts forward sixteen school-related factors which he categorises into four groups, viz. supporting inputs, enabling conditions, school climate and teaching-learning process (1994 : 2). These factors do not operate in isolation, but in an interrelated way and collectively contribute to the student outcomes.

The instruments used in the UNESCO studies of Schmelkes et al (1996), Govinda and Vargese (1993), and the Indicators of Quality Schooling instrument, served as points of reference and guides in developing my instruments. The format of the Indicators of Quality Schooling instrument was adapted to the South African context. The items and questions used in the questionnaires, interviews and observations were significantly influenced by the work of West and Hopkins' four domains of school effectiveness, IIEP research on increasing and improving the quality of basic education, Effective Schooling Practice: A Research Synthesis by the Northwest Regional Educational Laboratory and Heneveld's Factors that determine School Effectiveness model. Collectively the above provided the type of questions, items and formatting for the questionnaires, observations, interviews and fieldwork.

Many of the above studies argue that it is difficult and invalid to transfer models and instruments across cultures and communities, let alone continents, without acknowledging the particular circumstances of the school concerned (Heneveld, 1994, Schmelkes, 1996, West and Hopkins, 1996; Govinda and Vargese, 1993 and Davies and Ellison, 1995). Therefore taking cognisance of the underlying conceptual framework of context specificity, the items and questions could not be transferred directly from the other studies to *Auckland High School* and cognisance was taken of the particular circumstances of *Auckland High*

School and the specific social, historical, economic, political and educational context within which *Auckland High School* developed.

The arguments and points put forward by especially the models of West and Hopkins (1996: 16), and Heneveld (1994 : 2), serve as the conceptual framework for the study and guide the research process at *Auckland High School*. The study has therefore developed a model for *Auckland High School* which incorporates aspects of both models (West and Hopkins and Heneveld). To facilitate discussion and analysis, the study adopts a thematic approach in both the case study and the presentation of findings, and derives its themes from the four groups put forward by Heneveld (1994: 2) in his Factors that determine School Effectiveness model and the four domains of West and Hopkins (1996).

3.1. Contextual Factors

3.1.1. The Case

The case (*Auckland High School*) reflects the underlying approach and conceptual framework of the research: a whole school approach. Data was collected from all and about all the stake-holders at *Auckland High School*, i.e. the pupils, teachers, parents and community. As argued by West and Hopkins, “if we are really serious about educational reform, we need a much broader concept of school effectiveness that embraces the range of outcomes desired for students, teachers, their schools and communities” (1996:14). Similarly Davies and Ellison illustrate in their study that the students (pupils), parents and teachers are the “key-client groups” in assessing the performance of a school (1995: 6). The parents send their children to school, the pupils engage with the teachers in the schooling process and the community interacts with school on an economical, social and political level.

3.1.2. The School:

Auckland High is a co-educational public school centrally situated in a community which resides in an economically and socially deprived area of the Western Cape. The school was selected for the following reasons:

- a) It is a co-educational public school.
- b) It is located in an economically and socially deprived area.
- c) The teaching staff were severely rationalised from 67 teachers in 1988 to 34 in 1997.
- d) The staff has a strong political affiliation to the dominant political parties in the province.
- e) The school infrastructure was identified not to be conducive to effective teaching and learning. Consequently it was upgraded by the Mandela's RDP School Lead project.
- f) It has a rich history in the struggle against the previous apartheid government.
- g) It is the only secondary school in the community with five other feeder primary schools.
- h) The area / community is notorious for the number of gangs, and the conflict between People Against Gangsterism and Drugs (Pagad) and the gangsters.
- i) The strong and active teacher unionism.
- j) The school was prominent in many newspapers over the last few years concerning the vandalism, gangsterism, upgrading, academic excellence, sport excellence, technological developments, staff development, community involvement and teacher resistance to provincial / national educational policies.
- k) The school is accustomed to being used as a research site, in the past two years, five in depth research projects were conducted at the school.
- l) I was a member of the teaching staff for ten years, prior to this research.

From the above criteria, it is evident that Auckland High School could be representative of the many secondary schools located in economically and socially deprived areas that were discriminated against by the previous apartheid government. However, the argument of this study is that the quality of schooling at a given school should not be measured in terms of other schools, but should be measured in terms of itself and must be contextually bound.

3.2. Supporting Inputs:

3.2.1. Parents and Community:

Structured questionnaires (Appendix Item 3) were sent to the parents of the interviewed pupils, the parents on the governing body and selected prominent parents of the community. Like the matric pupils (Standard 10), the parents through their children would have been associated with the school for at least five years. Their children are on the threshold of leaving the security of the school and entering the employment market or considering higher learning. As parents, they would be evaluating their children's past five years of schooling, and weighing up their children's options for the future. In this respect, I felt that they would be in a better position than other parents, if only for the number of years associated with the school, to evaluate the quality of schooling offered at *Auckland High School*. In all, sixteen out of 25 parents responded to the questionnaires. The purpose was to capture their views and perceptions about the functioning of the school, interactions between the school and the community (and parents), their role in upgrading the quality of schooling and the school's role in the community. The sample of parents was selected on their availability and willingness to respond.

3.2.2. Pupil Enrolment and Attrition:

The official school attendance registers and the enrolment schedules were surveyed to ascertain the trends in the enrolment and attrition rate of the pupils in the different standards over the past few years.

3.2.3. Infrastructure and Facilities:

The Department of Public Works supplied the plans and geographical locality of the school. The Reconstruction and Development Project provided the documents pertaining to the state of repair of the *Auckland High School* and the extent of the repair work and upgrading that was executed. The Classroom and School Infrastructure observation schedule was also utilised (see 3.5.4.).

3.3. Enabling Conditions:

3.3.1. Daily Teacher Supervision of Absent Teachers observation schedule:

The schedule is used to record the frequency of teachers supervising the classes of teachers that are officially absent from the school. Everyday a supervision roster is processed for teachers that are absent. It is assumed by the school management that teachers assigned to supervision duty, do not supervise their assigned classes, and this contributes to the chaos at the school (Appendix Item 8). In addition to this schedule Daily Teacher Attendance register and Absent Teacher Supervision Rooster was also scrutinised.

3.3.2. Teacher Qualifications and Experience:

Auckland High School management provided the employment records of all the teachers employed at the school since its establishment in 1978. These documents were periodically updated every year to reflect the latest information (qualifications, experience, subject expertise, age, etc.) about the teachers. These documents also provided insight into the rate of teacher attrition at *Auckland High School*.

3.4. School Climate:

3.4.1. Assembly and pupil gathering events schedule:

To observe the number of pupils and teachers present, the organisation, purpose and tone of the gathering (Appendix Item 9).

3.4.2. School Curriculum:

Auckland High School management provided the school's prospectus for the last three years which demonstrated the academic, non-academic, extra-mural and sport programme of the school. Also contained in the prospectus was the code of conduct for the pupils (see Appendix Item 22).

3.5. Teaching and Learning Process / Student Experiences:

3.5.1. The Teachers:

All the teachers were presented with a questionnaire and a number of teachers were selected for interviews to provide in-depth data on certain aspects of the functioning and quality of the school. Teachers were also selected for classroom observations.

3.5.1.1. Questionnaire:

A revised questionnaire (Appendix Item 2) was presented to all the teachers at a staff development workshop. Due to the limited and poor response on the part of the pupils and parents to the questionnaire, the teachers' questionnaire was radically shortened and modified to ensure greater response on the issue of quality schooling. The workshop was on quality schooling and how the quality of the school could be improved. Input was given by an outside co-ordinator on quality schooling, developing mission statements, how to assess the quality of the schooling at the school and how to improve the quality of schooling. The teachers decided rather to form four groups of eight. In the groups they collectively discussed and answered the questionnaires.

3.5.1.2. Observations:

Fifteen teachers were selected to be observed in a classroom situation teaching a lesson to the pupils. The criteria for selection was that they taught at least one of the pupils that were being interviewed and as far as possible a cross-representation of the whole staff and curriculum was attempted. An very simplified observation schedule was used to observe the classroom management, pupil-teacher interaction and pedagogical style of the teacher. Selection of teachers: two English (second language), a Mathematics, two Geography (practical), Physical Training (sport), Afrikaans (first language), Accounting, Physical Science, Computer Literacy and two Biology teachers. An observation schedule was completed by both the researcher and pupils. It

was important that the observation of “real” teaching and learning in the classroom was made, and not a lesson especially prepared by the teacher for the researcher / observer. Therefore the teachers that were observed were not aware that they were being observed. For this purpose the observers inside the classrooms during the lessons were the pupils who were engaged in that lesson. Prior to the observations all the pupil observers were trained in a workshop on what to observe and how to take notes. To facilitate the process and in order to ensure that they did not lose out on the learning process, very little note-taking was expected of them. For greater validity and reliability of the data collected, five pupil observers were engaged in observing one particular teacher. At the end of the school day, the observers and the principal researcher would share notes and recap on the observations to get a more detailed picture.

3.5.1.3. Informal Interviews:

Informal interviews were conducted with the principal, deputy principal, a Guidance teacher, a Needlework teacher, a Science teacher, a Sadtu member, a non-Sadtu-member, Geography, Mathematics, Home Economics, a Language teacher, two PT teachers and a parent on the Governing Body. The interviewees incorporated many of the above criteria, for example, the deputy-principal is a Sadtu and Language teacher. The purpose of the interviews was to gain further insight on specific areas of *Auckland High School* and on issues raised (or not properly covered) in the questionnaires and observations, for example the micro-politics, decision-making, collegiality, code of conduct and management.

Similarly, the objective of the informal interviews with the pupils was to collect in-depth information on the teachers and pupils in the sample, on their views on quality schooling, the interactions between the teachers and the pupils, *Auckland High School*, the teachers’ (dis)satisfaction with their working

conditions, interactions between the school and the community and the management of the school. The interviews in most cases was not structured, but whenever a 'situation' arise, interviewees would be asked informally what their views were.

3.5.2. Pupils:

25 out of 154 pupils were selected from the Standard 9 and Standard 10 pupils. The pupils were interviewed, completed a structured questionnaire and were used as fieldworkers. The selected Standard 10 pupils were a cross section of the four matric classes, each in a different academic stream. The Standard 9 pupils were the pupils most prominent in the pupil affairs and functioning of the school. The decision to restrict the selection to Standard 9 and 10, was that these pupils would have at least experienced five years (four years in the case of Standard 9) of schooling at *Auckland High School*. Furthermore, the Standard 10 pupils would be on the threshold of completing the secondary schooling and considering employment or tertiary learning options in accordance with the skills and academic achievements that they have acquired at *Auckland High School*. Therefore, more than any of the other standards, these senior pupils, would be in a better position to reflect on and analyse the quality of schooling at *Auckland High School*. These pupils are also more matured and capable of answering the questionnaires responsibly. The pupils were also used as field-workers in observing the classroom practices of their teachers, the late-coming of both teachers and pupils, and the atmosphere and general code of conduct of pupils during the school day.

3.5.2.1. Pupil questionnaire:

To collect data on the socio-economic and educational background of the pupils, their educational aspirations and their views about the quality of schooling at *Auckland High School* (Appendix Item 1).

3.5.2.2. Pupil Attendance Register:

The daily pupil attendance registers which are completed by the class-teachers and submitted to the school management were scrutinised to record the trends in pupil absenteeism.

3.5.3. Simplified Classroom observation schedule:

Was used to observe and record the teaching-learning process and the interaction between the pupil, teacher and learning materials. The purposes of this schedule is mainly to see what level of interaction there is between teacher and pupil, in other words, how much teacher talk and pupil talk exists. An assumption of the study is that an interactive, collaborative pedagogy where the learner is actively involved in the learning process is more conducive to learning and cognitive development than a chalk-and-talk / transmission style of teaching (Appendix Item 4).

3.5.4. Classroom and school infrastructure observation schedule:

To record the classroom management, physical characteristics of the classroom, availability and usage of educational resources (didactic materials), and the general atmosphere of teaching and learning prevailing in the classrooms (Appendix Item 5).

3.5.5. Number of pupils outside the classrooms observation schedule:

Used to capture and record the day to day activities that take place during the functioning of *Auckland High School*. Here a combination of principal- and pupil-researchers were used to get a “real” reflection of the situation. Regularly the teachers would “patrol” the school grounds during learning time to observe which pupils were guilty of truancy, if there were any “outsiders” on the school premises or which classes were left unattended. During these patrolling sessions one often observed pupils playing “hide-and-seek” with the teachers, and teachers trying to corner the pupils. It was often very embarrassing for the

teachers, especially when the residents from the flats adjacent to the school got involved for their entertainment. It is largely due to this factor that teachers refuse to be engaged in this exercise and pupils therefore were used (Appendix Item 6).

3.5.6. Pupil and teacher late-coming observation schedule:

Used to observe the number and trends of pupil and teacher late-coming on a daily basis in the morning. As with the teacher classroom observations, the pupil-researchers were used to collect the data. In a pilot survey it was noticed that when an adult is seen standing at the gates recording how many pupils come late, the pupils would turn around, hide behind houses and wait until the adult was gone. It was discovered that in the past (no longer practised) that teachers used to stand at the gates, record the names of pupils who were late and they would be sent to detention or be physically caned by the principal. To overcome this obstacle, the pupil-researchers were utilised (Appendix Item 7).

3.6. Student Outcomes and Achievements:

3.6.1. Pupil Academic Results:

The examination results of all term examinations and the number of pupils that pass and fail at *Auckland High School* for any year is recorded in the official education department promotion schedules and omnibus reports, which are kept at the school. The end of year examination results recorded in *Auckland High School's* promotion schedules and omnibus records were studied to record the trends in pupil failures and passes in the different subject areas, classes and standards.

3.7. Fieldwork

The fieldwork spanned seven months, from May 1997 to November 1997. Crucial to the success of the research, Davies and Ellison argue that there must be a degree of "ownership by the staff (school) of the process... they (school)

must feel that they are part of the process and that it (research) is not being done to them for some extraneous reason" (1995: 8). In the case study of *Auckland High School*, the teachers and pupils were involved in the process from the start and were used as assistant researchers. The research was not seen as sampling opinions, but as "part of the school's own cycle of development planning and improvement" (Davies and Ellison, 1995: 6). This involvement of some of the stakeholders in the research ensured greater co-operation and more importantly provided real data as the study was viewed to be beneficial to the overall improvement of the quality of schooling at *Auckland High School*.

All the questionnaire instruments and interviews were personally administered by the researcher. Teachers and pupils were only used in surveying official data and the infrastructure of the school. This was to ensure a degree of anonymity and confidentiality. The actual data collection was divided into three stages. The first stage encompassed the collection of data from secondary sources, for example teacher and pupil absentee registers, pupil enrolment forms and pupil academic results. The second stage was devoted to classroom observations, surveying the school infrastructure, educational resources and facilities available. The third stage of data collection involved administering the questionnaires to the parents, pupils and teachers, and the conducting of interviews with the pupils and teachers.

In addition to the above instruments, a diary was maintained recording detailed accounts of observations during the field visits at all stages. These observations were utilised for qualitative interpretations of the data obtained through the more quantitative and empirical mechanisms. The data was also collected on teacher and pupil absenteeism, pupil truancy, pupil academic results and pupil enrolment by surveying official registers, promotion schedules and school documents.

3.8. Research Constraints

- 3.8.1. The issue being researched was quality schooling, a current issue in South African education and specifically in the Western Cape. The research was informed by current developments, which constantly changed on almost a daily basis. On a number of occasions the research would pursue a certain line of argument in accordance to current developments in education, only to be left 'hanging' when decisions were reversed or radically altered. For example, it was never clear or definite what the policy of the national education department was, as one day it would place a moratorium on teacher re-deployment and on another terminate the contracts of all temporary teachers. If there was enough resistance to the national education department's policy, then a moratorium would again be placed on developments.
- 3.8.2. As a result of the past few years of rationalisation in education and schools, teachers, especially are very wary of any 'study' that may be assessing the 'quality of schooling', which they believed could be used to inform the department on how to further rationalise their school. Despite my close association with the school over the last ten years, teachers were not very receptive to my research, questions and surveys. Consequently, I could not be very selective in who I interviewed, it was more a case of who was prepared to talk to me. In most cases it was people who trusted me. I am convinced that in the present climate, no outsider would have been permitted to conduct a similar study at the school. (See 3.1.2. (1)).
- 3.8.3. The teachers insisted that they wanted to be 'involved' in the research. This suited the study as it endorsed the views raised by Davies and Ellison of creating a sense of ownership (1995:8). I was forced to regularly inform teachers of my programme of action, what data I collected and how I interpreted them. At the end of the study I was expected to "report" my finding to the whole staff. The involvement of the staff at this level did create some

ethical problems, especially when sensitive and confidential data were collected and analysed.

- 3.8.4. Being an ex-teacher and senior administrator at the school, the pupils did not see me as a researcher, but indeed as a teacher of the establishment. This undermined my attempts to collect crucial data like truancy, late-coming and disruptive behaviour by the pupils. With the teachers also having problems in this area, I decided to engage the pupils (See 3.5.5.). The pupils were not seen as “policing”, and could get closer to the pupils guilty of truancy and late-coming to record the numbers.
- 3.8.5. The pupils and parents response to the questionnaires were very limited and confined to ticks or crosses with very little comments. In addition to this, very few pupils and parents completed or returned their questionnaires. After persistent enquiries with limited success, it was decided to work with the few that responded. Only 18 of the 25 pupils and 16 of the 25 parents completed their questionnaires. A revised and modified questionnaire was given to all the teachers, but at the workshop the teachers formed four groups of eight. Each group completed one questionnaire.

Because the instruments were guided by studies done in other developing and developed countries, a number of pilot studies were necessary. The piloting necessitated a change in language usage and tone appropriate to that of the respondent. The wording had to be simplified and terms changed to the context of *Auckland High School*. For example, the term “pupil” replaced the term “student” or “learner”. Since the piloted teacher, pupil and parent became disinterested towards the latter part of the questionnaire / interview, therefore the statements, questions and even the length of the questionnaires / interviews were drastically shortened. The piloting also generated changes to be made in the re-ordering, clarification, and elimination of unnecessary repetitions. It also enabled a revision of the time allocated for interviews and questionnaires.

Chapter Four : Case Study of a Western Cape School

As stated before the study is informed by Heneveld's (1994: 2) Factors that determine School Effectiveness model and the four domains suggested by the model of West and Hopkins (1996). Accordingly the data and findings are thematically presented and are followed by a brief analytical comment at the end of each theme / domain, viz. contextual factors, supporting inputs, enabling conditions, school climate, student experience and student outcomes. This chapter examines Auckland High School in terms of the above mentioned models. As discussed in chapter two, the quality of schooling at any particular school can be more comprehensively assessed if all the factors of schooling are assessed, if the stakeholders of the particular school are involved in the process and more importantly if the assessment takes cognisance of the particular setting or context in which the school is located and developed. It would be difficult to transfer a model from one cultural, geographic or economic setting to another, without adapting the model to the inevitable changes that would be present.

Heneveld, West and Hopkins argue that there are a number of separate, yet interrelated areas / domains / factors that impact on the quality of schooling; namely the contextual factors, supporting inputs, enabling conditions, school climate, student experience and student outcomes. Over a period of seven months an attempt was made to identify and assess as many factors that impact on quality schooling at Auckland High School. Due to the time constraints and prevailing climate at the school, however, the study is very limited. This limitation will be further discussed under research constraints at the end of this chapter. There is a definite purpose in the presentation of the study and again this is influenced by the model of Heneveld. As argued by many (arguments in chapter 2), there are many factors that impact on quality schooling and all these factors need to be collectively assessed to obtain a comprehensive assessment of the quality of schooling. The "School Effectiveness" position concentrates on the student outcomes and the "School Improvement" position concentrates on staff development. The distinctive thematic presentation of the case study will illustrate how the different factors are interdependent and

impact on each other. This approach will also show that when one factor which impacts on quality schooling is not up to standard, it can undermine the overall quality of schooling being offered.

4.1. Contextual Factors:

Schmelkes illustrates with research in developing countries that a “review of educational policies at the international level shows that an attempt at transcending the socio-historic barriers to social participation through equal treatment of all children irrespective of context will fail” (Schmelkes, et al, 1996: 19). A school, if only for the geographical location within a specific community, will be different to another, since the pupil population, teaching staff, parent composition and community will be culturally, socially and economically different to another (Govinda and Vargese, 1993, Schmelkes, 1996). In developing countries this difference is further compounded by an often restrictive educational budget that often discriminates against rural schools and schools located in economically deprived areas. In South Africa, there were and arguably still are political implications which perpetuate further discriminatory policies.

4.1.1. Local and Community Context:

Auckland High School is a co-educational secondary school, established in 1978 in an urban residential area on the south coast of the Western Cape. More significant than Auckland High School, was the development of the residential area (Appendix Item 10). The residential area was a relocation site for the Coloured people who were forcibly removed from District Six in accordance to the Group Areas Act of the then apartheid government of the National Party, which stipulated that District Six was not to be resided by any Non-Whites. It was, and still is a very isolated location which is only accessible through motor vehicles and buses. The isolated location and the then apartheid discriminatory policies against the Coloured people, contributed significantly to the social and economic deterioration of the community. Because of the oppressive circumstances of the establishment of this residential site, the community consistently agitated against the

apartheid regime. It is therefore not surprising that many prominent leaders in the provincial and national Government today, come from this area.

Today, Auckland High School is located in an area which is still poorly developed and densely populated, where unemployment, gangsterism, poor housing, single-parenthood, low-income, overcrowding, social and physical degradation are rife (Appendix Item 11). The pupils at Auckland High School often come from broken, single-parent and poor homes. Most of the time the teachers at Auckland High School are of necessity predominantly involved in punitive exercises rather than teaching. The teacher spends more time following up absenteeism, truancy, sexual abuse, teenage pregnancies, gangsterism, feeding schemes, drugs, violence, death, poverty, fund-raising and household problems of the pupils than on the teaching and learning process at Auckland High School. In Filp's study, the quality of schooling was to a large degree dependent on "previous conditions in the community" and consequently the schools were classified into three categories "based on the needs of the pupils" and according "to the function they (the schools) fulfil: protective function, socio-emotional containment function or cognitive development function (Filp, 1993: 39). According to the description of Filp's, a school which fulfils a protective function is "a school located in communities characterised by high levels of material poverty, social disintegration and violence... the most important function (of this school) is that of protection of the children from the negative and damaging influences of domestic or community violence" (Filp, 1993: 39). Auckland High School fits into this category. According to the principal of Auckland High School, not a day does go by without a gang related stabbing or fighting, a household member reporting a domestic social injustice or abuse, incidents of rape, stealing, vandalism or some kind of 'uneducational' disturbance. In the seven months that I spent at Auckland High School, there were only five days when no 'uneducational' disturbance was reported or observed.

Presently the situation has been aggravated due to the conflict between the predominantly Muslim organisation, Pagad (People Against Gangsterism and Drugs) and the gangsters. The area is well known for its gangsters as well as strong Muslim community. Prior to

1996, there were two dominant gangs in the area: Mongrels and Americans. The Mongrels are linked to the presently notorious Hard Livings gang of the Staggie Twins. Five of the Staggie children attended and some still attend Auckland High School. This placed Auckland High School in a precarious position in the fight between the gangsters and PAGAD. In 1997 alone the local police recorded the establishment of 27 junior gangs in the immediate surrounding of Auckland High School. Evidently, the School which is situated centrally in the area, is unable to distance itself from the issues facing the community. Even if the school so wished, these problems are deeply entrenched in the pupils' experience. The gangsterism, poverty and social crimes are often used as excuses for low achievement, deteriorating quality and chaos at Auckland High School. One would regularly hear: "What do you expect, it is a Cape Flats school". This view echoes the, Coleman report in the USA which argues that:

it was the home environment (social class and income of parents, need for achievement and modelling differentials) that was far more important in explaining differences in student learning outcomes than were school facilities, teacher salaries, or even the curriculum itself (1966).

However, many studies on school effectiveness, have shown that the pupils home environment is but one of many factors that impact on the quality of schooling, as this case study will also show (West and Hopkins, 1996; Govinda and Vargese, 1993, Schmelkes et al, 1996). In 1997 there was a small increase in the pupil enrolment (893) at Auckland High School from the previous year's total of 879 (See Table 3: Fluctuation of Pupil Enrolment and Classes). However, it is still not as high as the enrolment of 1988 (1420), despite a significant population growth of the surrounding residential area as well as a growth in the enrolment of the five feeder schools adjacent to Auckland High School (See Table 4: Enrolment and Attrition, pp. 68). With only a marginal increase in pupil enrolment, but a significant increase in the teacher : pupil ratio, the number of classes decreased. It has to be borne in mind though, that the school management decided to keep the number of classes as low as possible as the teaching staff had been radically reduced. To aggravate matters even further the school recorded a very high attrition percentage of 21.7%. In November 1992 pupils had left the school.

Auckland High School started 1997 with 34 teachers, of which 26 were permanently appointed and 8 were temporary teachers. This was a far cry from the 63 teachers in 1988 (See Table 10: Rationalisation of Teaching Staff, pp. 87). But in 1988 the school had a pupil enrolment of 1420, and a teacher : pupil ratio of 1 : 22. As a result of the radical drop in pupil enrolment in the years that followed, as well as the rationalisation policies of the national education department, the teaching staff at Auckland High School was drastically reduced. Consistent with the then current developments in educational rationalisation (See Appendix Item 26), Auckland high School should be 8 teachers less in 1998 (See Fig. 5: Rationalisation of Teaching Staff, pp.).

4.1.2. Provincial and National Context

As mentioned earlier, the community and Auckland High School was established directly as a result of an apartheid policy: viz. the Group Areas Act. Education in South Africa has always been politicised. Prior to 1994, schools in the disadvantaged areas were often sites of struggle against the then apartheid government of the National Party. After 1994 and the first real democratic elections in South Africa which the African National Congress won, education still remained politicised, albeit on another level. Education is often used as a pawn in power politics provincially and nationally.

Education cannot be dissociated from the political context because it is intimately concerned with the relative distribution of benefits and losses. Schooling helps distribute life chances. School organisations are inherently political and so are the criteria by which they are judged. Decisions can depend as much upon such things as the balance of seats in Parliament, the electoral majority, or the time to the next election as they can on an educational rationale (Duignan, 1992: 114).

Under the National Party, educational funding, resources, development and policy were instituted along racial lines. A discriminatory policy against non whites, i.e. Blacks, Coloureds and Indians, was instituted. For example, in 1990, public expenditure per pupil per secondary school was R7200 to a White pupil, R3600 to a Coloured, R3200 to an Indian pupil and R2000 to a Black pupil (Crouch, 1994: 12). If such a discriminatory policy is applied for decades, it is not too difficult to comprehend how the existent vast disparities in education along racial lines developed. It is in response to the past discriminatory

educational policies and the existent disparities, that the nationally appointed African National Congress Minister of Education, Professor Sibusiso Bengu introduced significant educational reforms. For example, in 1995 the nineteen racial educational departments were amalgamated into nine provincial departments of education and the 1995/96 education budget, according to Professor Bengu would be a “transitional budget, of which 15% would be spent on reducing inequalities in education” (SAIRR, 1995/1996: 111). The South African Schools Act states that the “State must fund public schools from public revenue on an equitable basis in order to ensure the proper exercise of the rights of learners to education and the redress of past disparities in education provision” (Government Gazette, 1996: 24). As illustrated by numerous studies above, especially those in developing countries, “to treat those who are unequal equal, is to perpetuate inequality or accentuate it” (Schmelkes, et al, 1996: 19).

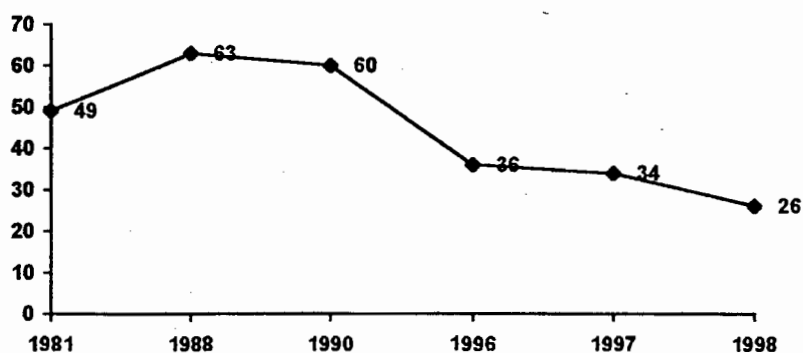
In 1994, the Western Cape School Education Law “provided for the establishment of five categories of schools - community schools, private schools, state schools, state-aided schools and state-subsidised schools” (SAIRR, 1995/96: 144). In 1996 with the South African Schools Act, schools were re-categorised into two groups - public and independent schools. The public schools would incorporate “any school which was established ...in the Republic of South Africa and which existed immediately prior to the commencement of this Act, other than a private school ...” (Government Gazette, 1996: 32). Previously registered private schools would now be referred to as independent schools.

In an attempt to redress the past inequalities, Professor Bengu introduced numerous educational reforms, viz. Curriculum 2005, South African Schools Act, new Governing Bodies, amalgamation of educational departments and re-deployment (Appendix Item 12). It is the latter (re-deployment of teachers) that has created the greatest resistance and turmoil in South Africa, and specifically Western Cape education. Professor Bengu’s reforms were severely constrained by the restrictive educational budget (Appendix Item 13). This was further aggravated by the fact that approximately 90% (in the Western Cape) went to salaries. In 1994, in the Eastern Cape the average pupil : teacher ratio was 41 : 1, in

relation to the 25 : 1 in the Western Cape (SAIRR, 1995/96: 123). Due to the restrictive budget, Bengu was unable to employ more teachers. It was then decided to re-deploy teachers from schools where there were too many teachers to schools where there were a shortage of teachers based on a new national ratio of 40 pupil : 1 teacher at primary school level, and 35 : 1 at secondary school level. Teachers, especially in the Western Cape, refused to be re-deployed and opted to accept the voluntary severance package.

According to the SAIRR, in 1993 and 1994 a total of 2 963 teachers were either made redundant or retrenched, and that another 6000 teachers would have to be retrenched at the end of 1995 in the Western Cape due to budgetary constraints (1995/96: 124). At the end of 1995, an agreement was reached at the Education Labour relations Council (ELRC) between the government and the teachers' unions, "that rationalisation would not result in a 'cutback of teachers' as excess teachers in any province would be retrenched only if they were unwilling to transfer to another province or to accept voluntary retirement" (SAIRR, 1995/96: 125). Because of the drop in pupil numbers at Auckland High School (from 1400 in 1988 to 720 in 1996), and a decrease in the teacher : pupil ratio, the Provincial Education Department decided to retrench or transfer teachers to other schools at the end of 1993, and to redeploy them in 1996. In 1988 Auckland High School had a staff of 63 teachers, and a teacher : pupil ratio of 1 : 22. The staff, because of rationalisation has now been reduced to 34 teachers in 1997 in accordance to the national decided teacher : pupil ratio of 1 : 26 for the Western Cape. At the end of 1997 Auckland High School has been again instructed by the Provincial Education Department, due to budgetary constraints, to retrench eight more teachers to comply with the new teacher : pupil of 1 : 35 at secondary schools.

Fig. 5: Rationalisation of Teaching Staff



At the end of November 1997, the Western Cape Education Budget was R458-million in arrears, and increasing (Moss, Cape Argus, 1997).

Educational institutions are complex and sensitive organisations. They are as complex and sensitive as the people who take the organisational culture for granted as both important and valuable.... Change not only threatens the previous meanings people give to institutions, it also threatens an individual's confidence in his or her views on work, professional self, and more broadly, valued life (Duignan, 1992: 119).

Teaching used to be considered a profession which provided job security, nowadays it has become an extremely stressful occupation and more so because the teacher appears to have no control over his/her future employment and working conditions. In 1997 the Western Cape was allocated a budget of R2.8-billion, of which 90.2 percent was for salaries of teachers and administrative costs. At the end of November 1997, the Western Cape Education Budget was R458-million in arrears, and increasing (Moss, 1997). In addition, the national government refused to assist provincial governments who have overspent their budgets, since there were apparently no funds available. The Western Cape Education Department (WCED) has responded by terminating all free transport to urban schools, terminating the posts of all temporary teachers and terminating 8000 teaching posts at the end of 1997. The WCED also investigated the possibility of cutting down on maintenance staff, pre-primary school funding, adult education funding and not granting substitute teachers for teachers on sick leave and maternity leave. Already schools were not granted substitutes for teachers on vocational and study leave. On the 23rd December 1997, the National Minister of Education tabled a proposal scrapping previous guidelines to teacher rationalisation and made provincial education departments responsible for their own rationalisation (Lund, Cape Times, 1997). It will be up to the provincial education departments within the constraints of the budget received from the national education department to decide how the budget will be spent. The provincial departments are advised to remain within their budgets and any departments that overspend will not be bailed-out. Education and schooling in South Africa has become budget-driven.

Because high quality education provided for on a free basis to all will simply not be budgetary feasible, free education for the masses will become at best mediocre, and at worst very poor. If private education is not forbidden, the rich will opt out of the public system and its developing mediocrity. A two-tier system will tend to emerge. The one would be a system which is free, publicly controlled and almost entirely funded by the state, with creativity and flexibility stifled by, for example, salary pressures from teachers, budgetary pressures from other government departments and often under the sway of bureaucratic unions. The public school system would tend to become a contested ground between two bureaucracies: the state and the school. The other, private school would be free to set its policies and fees, as long as no overt racial discrimination is practised, have little or no public support, but would be able to develop creatively and non-bureaucratically in a demand-driven fashion (Crouch, 1994:23).

This stressful situation is aggravated in the Western Cape where the National Party (provincial majority) and African National Congress (national majority and governing party) are constantly jostling for power. In this struggle the schools and education are being used as pawns to gain support and further party ambitions. On the staff of *Auckland High School* there are both prominent National Party, African National Congress and Democratic Party affiliates. These party affiliations have only served to alienate and divide the staff along party lines. This is further aggravated by members of the staff also having family members as prominent leaders in the different parties: viz.: Gerald Morkel (NP), Joe Marks (DP) and Salie Manie (ANC).

In the light of the current politicisation and unionisation of schooling, there appears to be constant fear among a number of teachers and school leaders that the different political factions are competing for the control of the school. This appears to be especially evident in the recruiting of new members and the decision-making process at the school. One teacher declared that “teachers are often recruited not because they will uphold the ideals of the school, but more to boost political membership when it comes to voting or decision-making”. In observing the staff meetings, I found that especially political or union issues were often supported or not supported based on who proposed the motion rather than what the motion entailed.

4.1.3. Analysis:

The case study of Auckland High School illustrates that all the stakeholders (pupils, teachers and parents) feel that the socio-economic conditions significantly impact on the quality of schooling (See Table 21: Quality Schooling at Auckland High School, pp. 120). In the Human Sciences Research Council [HSRC] report: A Profile of Poverty, Inequality and Human Development in South Africa, it was published that a household with poorly educated household heads had a far higher incidence of poverty than those with better educated heads. Some 63% of household heads who had no education lived in poverty in 1993, while only 2.2% of household heads who had completed university education lived in poverty [SAIRR, 1995-96:99]. The quality of schooling in South Africa in general and in the Western Cape in particular has become not only budget-driven, but also area specific. The schools that are located in affluent areas are able to demand high school fees from the more economically affluent parents, and are thus able to employ more teachers, maintain high standards and consequently offer a higher quality of schooling. The quality of schooling in more economically deprived areas, like Auckland High School, will only deteriorate further. Consequently, to assess the quality of schooling of Auckland High School without taking cognisance of the particular geographical location and the socio-economic context within which the school developed, would result in an inconclusive assessment. However, the contextual factors are but one factor of the assessment.

In the seven months of observing the quality of schooling at Auckland High School, there was overwhelming evidence that the surrounding socio-economic conditions (gang fights, vandalism, assault, drug abuse, unemployment and poverty) directly and indirectly impact on the quality of schooling. But when analysing this finding it can also be argued that the negative socio-economic conditions are often used as an excuse to cover up the gross teacher unprofessionalism and incompetence. This unprofessionalism and incompetence of the teachers and management at Auckland High School are further illuminated by the apparently more organised and effective neighbouring schools who are subjected to the same socio-economic conditions and whose pupils come from the same areas / homes as that of Auckland High School. There are two schools immediately adjacent to Auckland

High School, and it is easy to observe the activities at these schools from Auckland High School. I also spent three days at these neighbouring schools to observe the impact of the socio-economic conditions on the daily running of the school. Throughout the three days there were no pupils outside the classrooms (only those pupils sent on errands), there were no “outsiders” roaming around the school, and not one incident of assault, abuse, vandalism or gangsterism was recorded. When parents or outsiders visited the school they followed clear sign-boards indicating that they should report to the administration block and the secretary. The parents appeared to be aware of the consultation times of the principal. On the surface it appeared that effective schooling was taking place with the pupils in the classrooms and the teachers engaged in teaching the pupil. When pupils were outside they were supervised by a teacher. One of the teachers who were questioned about the apparent effectiveness of the school said the following:

You cannot leave the pupils unattended. If you do they are like any other children, just do as they please. And considering what they are exposed to outside the school, one needs to supervise them all the time. When pupils are engaged in activities, they are constantly learning and feel part of the school, then 99% of your problems are solved. A lot depends on the teachers being creative, prepared and organised to do what they are paid and employed to do...to teach. We had a problem in the past with teachers who come here just to pick up their cheques at the end of the month. The principal literally told them to shape up or get out (Teacher, Neighbouring School, 1997).

This view of the above teacher was endorsed by the pupils of Auckland High School. The following is an extract from the transcript of the interview with the 25 Standard 9 and 10 pupils that were interviewed as a group.

<i>Interviewer:</i>	<i>How does the primary schools differ from Auckland High School?</i>
<i>Pupils:</i>	<i>Umm... It is more quite. YahThere is more discipline.</i>
<i>Interviewer:</i>	<i>Who is responsible for ensuring school discipline?</i>
<i>Pupils:</i>	<i>I think the ...the teachers and the principal, of course. Yah. From Sub A to Standard 5, you are disciplined, umm...aware of the rules and that the teachers are ...umm in charge. Then you get to Auckland High School, yah... things are different here...umm it's more easy here...yah.</i>

(Pupils: Auckland High School, 1997)

Later sections will highlight the impact of the role of the teacher and how the unprofessionalism, non-commitment and incompetence of the teachers significantly undermine the quality of schooling at Auckland High School.

Similarly, when assessing the impact of the provincial and national context on the quality of schooling, it would be all too easy to blame the national education department for the chaos at Auckland High School. Is the national education department responsible for the significant drop in the pupil enrolment at Auckland High School from 1988 to 1997? On the contrary the national and provincial education department were very supportive in assisting Auckland High School in increasing the quality of schooling, for example, they completely refurbished the school and then provided 24 hours security personnel. Yet, the pupil enrolment at Auckland High School was rapidly decreasing, though it was the only secondary school in a fast growing residential area. In the early 1990's, a new residential area was developed to accommodate the growing community. By choosing to enrol their children at other schools, irrespective of the distance, the parents are clearly signifying that they question the quality of schooling offered at Auckland High School. The political and religious conflict serves only to strain teacher relations and collegiality. When teachers constantly oppose each other on non-school issues, not only do working relations become strained, but the pupils suffer as important school matters are ignored. The level of unprofessionalism and disregard for the quality of schooling at Auckland High School was illustrated in the staff meetings where teachers' positions on certain issues were determined by their political, religious and union affiliation, rather than a genuine concern for what would be best for the school. Quality schooling was further compromised when the same divisions and conflicting interests impacted on the selection of newly appointed and promotional positions. A comment made by a teacher regarding an appointment, illustrates this:

Everyone knows that Mrs X is the best person for the job. She has been doing all the work all these years. But she belongs to the wrong political party and religion. There are already too manyat the top.

(Teacher, Auckland High School, 1997)

The above comment shows the low level of cultural, political and religious tolerance that prevails at the school. Teachers are clearly more concerned with serving their own personal and political agendas rather than with improving the quality of schooling. Many of the staff meetings were concerned with resolving personal conflicts rather than addressing

fundamental educational and schooling issues that impact directly on the quality of schooling at the school.

4.2. Supporting Inputs:

In the model: Factors which determine School Effectiveness (Fig. 4, pp. 28) Heneveld locates the supporting inputs outside the school. The supporting inputs are not directly involved in the daily functioning of the school, but are important in the inevitable effectiveness of that school. For many years, due to the political climate, many of the inputs spoken of by Heneveld were lacking. In the case of Auckland High School, as mentioned in the earlier section on contextual factors, all the inputs were lacking. This largely contributed to the low quality of schooling offered at the school. Although the supporting inputs are located outside the school, they are crucial to give the necessary “support” to ensure the effective functioning of the other factors of schooling, viz. the enabling conditions, school climate and teaching / learning process. At the other end of the continuum (this is clearly illustrated by Auckland High School), is that the presence of the supporting inputs do not invariably imply an improvement in the functioning of the other factors of schooling or the quality of schooling. At Auckland High School, through the South African School’s Act, parents were in fact part of the management of the school, and the education department completely refurbished the school, provided staff development workshops as well as security personnel. However, the quality of schooling was still highly questionable. Therefore, as this case will increasingly illustrate, the supporting inputs give support but do not necessarily ensure quality schooling.

4.2.1. Education Department Support:

Each school is grouped with four other schools to an area manager (last year known as circuit inspectors) and subject advisors. The area manager is supposed to be the link between the school and the provincial education department and national education department. Because of the rationalisation process implemented by the national and provincial education department, the circuit inspectors are seen as agents of these processes, and have not been welcomed at the school. However, the principal was newly

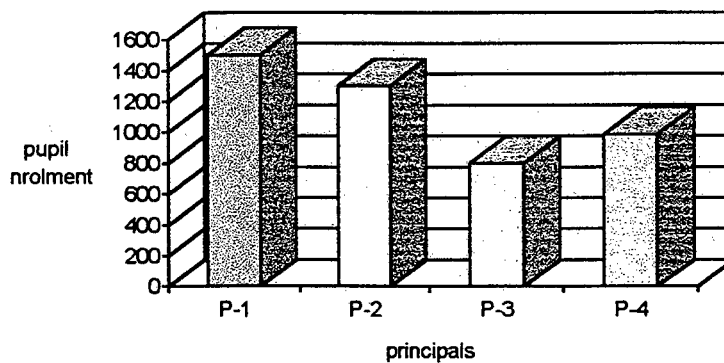
appointed and not wanting to jeopardise (the view of the teachers) his appointment (he is still on probation) and has been working closely with the area manager. This relationship has resulted in some teachers at the school distrusting the principal, as he is seen by them as one who “toes the line”, “sits on the fence”, “sides with everyone, and no one”. In the two years of being the area manager of the school, the appointed area manager only spoke to the staff once. He did not make a good impression (explained why teachers had to be retrenched), and ever since the teachers wanted nothing to do with him. Furthermore, the school approached him on many occasions for advice and assistance, “but he has not been able to deliver in every case, he is hopeless” (view of teachers). Up to 1995, subject advisors were not allowed at the schools as they were seen as agents of the then apartheid education. Over the last two years, the subject advisors have been allowed back. Generally, the teachers feel that the quality of subject advisors have not improved. Some of the comments raised by the teachers about the subject advisors are “They are completely out of touch with what is actually happening in schools”, “They are a waste of time”, “When they come, I am not available to see them”, “Their presence is very disruptive to the school, because you are taken out of your class for hours”.

4.2.2. Parents and Community:

Most of the recent studies on quality schooling all acknowledge the vital role that the parents and community have to play in the improving of the quality of schooling of any school (West and Hopkins, 1996; Schmelkes, 1996; Govinda & Vargese, 1993 and Davies and Ellison, 1995). The SA Schools Act statutorily underpins the value and important role that parents can play in the functioning and quality of a school. With the latest developments in the education system, nationally and provincially, the surrounding community and parent body have a greater role to play. The National Education Minister has created a schooling system that is not only budget-driven, but also area specific. The effectiveness of a school could be influenced by the surrounding area in which it is located. The school will rely on the parents from the surrounding area to send their pupils to the school, pay the school fees, support fund-raising projects and serve on the school's governing body. It goes without saying that the contribution of the parents from an

economically deprived area, rife with unemployment and social abuse, will differ from that of parents from stable, affluent areas where the parents are highly qualified professionals. Without the parental support and parental involvement, a school in a developing country and located in an economically deprived area (such as Auckland High School), will not survive. I would argue that parents and the community are vital to the effective functioning of any school. Parents and community pay school fees, support fund-raising projects, hold the majority position on governing bodies, attend functions, etc. The school is an extension of the community. A school that isolates itself from the surrounding community can be easily crippled by that community. The previous principal of Auckland High School cut all ties with the community, the parents enrolled their pupils at neighbouring schools and even marched onto Auckland High School to have the principal removed. The diagram below illustrates how the pupil enrolment fluctuated at Auckland High School under the last four principals. It was with the previous principal (P-3) that the pupil enrolment radically dropped.

Fig. 6: Pupil Enrolment during the Four Principalships



Buch and Buch (1983) in their review on the determinants of outcomes of disadvantaged groups, found that factors like the parents' social class, education, occupation and the family environment under the family characteristics, correlated with academic achievement. Similarly, the study of Schmelkes illuminated a clear correlation of widely varying interrelated cultural, socio-economic, nutritional, attitudinal and health characteristics of the parents on the learning results (1996:144). The quality of schooling that a school can offer is now more than ever going to be dictated to by the economic and professional capabilities of the parent body. Parents dominate the governing bodies. Funding and school fees will be decided by the governing body, as well as which educators (if any) will be employed. It is

proposed by Schmelkes' (1996) study that the educational authorities should empower the parents through improving communication between the schools and parents and communities; and to enlighten the parents and communities about educational issues, legislation, functioning of schools, the rights and duties of parents.

4.2.2.1. Communication and Involvement

There appears to be a difference on the issue of "parent and community involvement" in terms of what is reported by the teachers and the parents. To illustrate this disparity, the responses of parents to questions in the questionnaire (Appendix Item 3) submitted to parents and the same questions asked to teachers in interviews pertaining to parental involvement and communication between the school and parents, were compared and are illustrated below. The following is but a sample of the responses to illustrate the disparity in communication between the parents and teachers.

Table 2: Parents and Teachers Responses on Parent Involvement at *Auckland High School* and Communication between *Auckland High School* and Parents

Question 1. The school's teachers and principal provide parents with information regarding their children's educational progress in addition to the usual report card or progress report

TEACHER:

Every term there are parent-class teacher meetings. We try to have one every term. Well, I guess at these meetings, the teachers inform or talk to the parents about how their children are doing, discuss any discipline, umm academic problems... and so on and also the parents... it is an opportunity for parents and teachers to make contact. And with every progress report ... that we give at the end of the terms... not the third term... there is no exams then... or but the 10's will write, the school also sends a newsletter ... or a kind of letter from the principal about the ups and downs of the past term... the achievements of pupils that did well in sport, umm.. of any we heard from the department.

PARENT:

No, all we get is the their progress reports and then the reports have only the subjects and marks that got number or a letter. And I don't know what is the D or E for. Now my daughter has a child at one of these white schools. Her child gets a report that is five pages long, describe in what she is good and where she is doing bad, and what must be done to get her to do better. And every term their school has a magazine. You know they get paid a lot and they now have a "lekker" computer room, but my son says they don't get to go there. They send us a lot of letters about fund-raising and getting more money.

Question 2. The school's staff members use information from parents to better understand students' needs and strengths.

TEACHER:

At the same during the parent-teacher meetings, especially at the beginning of the year the teachers learn about the home of the pupil. And you know when the pupil enrolls at the school for the first time, they complete an in-depth enrolment form about the pupils social background, do they get grants, about the family, their um their parents employment, do they have other working... do they.. are there contact numbers and um medical background if they have any problems. All this is collated. We intend [laughs] have a secretary now... for the first time in three years.. we are going to computerise this information so that we can update it periodically.

PARENT:

I never gave anybody information about how to better understand my children. I was never called in for any of my kids. I never filled in any forms. I always let them fill it in themselves.

Question 3. The school's staff make parents feel welcome at the school by being accessible and responsive to them.

TEACHER:

The present principal has a open door policy, yah but one needs to set time constraints. He is often inundated with parents, and he ..um complains he is not able to manage the school, uumm or do what he wants to. Parents often come to the school with other problems, they see the school as a place to come and complain ..or get support. We have to listen to cases of rape, no child support, wife battering, unemployment, and even child-pregnancy.

PARENT:

Well I am on the Governing Body now. I can go there if I want to. Two years back me and a couple of other mummies went to that school to go and check that principal. He is not there now. He was no rude. He would swear at the children and parents, and really insult them. But he "skrieked" that day.

Question 4. Community members, including parents, support and attend school-sponsored events.

TEACHER:

Our last function, the carnival was a roaring success, but yessis ... we had to work. It was well attended. Our discos are also well attended, but then we have to provide taxi's. ... Yah but then there are always problems.... Last time we had to pay hundreds of rands for damages...um to the buses when they came... but then again it was not just our students... the other elements also go... Our functions are generally not well attended, umm especially the dances and ummm bioskop shows..and the...the lists. You know the school is located in an economically deprived area.

PARENT:

I always go to the functions. But they don't have such lekker bands playing. My children go to the discos. They always have these functions so far away. We don't have a car and there are no buses here. You can't also come home so late here. It is a little dangerous. If it is a "lekker" function, I will go. A girl needs some fun. [laughs]. That carnival was "kwaai" . on Saturday that place was full. The stores ran out of food. I never saw such a lot of people. What was so "lekker" about that carnival is that there was no beer garden and no dronkies all over the place.

Question 5. Principal and teachers communicate repeatedly to parents that their involvement can greatly enhance their children's school performance, regardless of their own level of education.

TEACHER:

Yah...in this community we need the parents...and at every meeting and function, the principal and teachers always stress that we cannot achieve success and ..umm the best for their pupils without their ...um help, input and assistance. Yah, but then ...the ...the parents are not too eager to get involved. I think they see themselves as incapable and ...um that we are being paid and more educated than them.

PARENT:

How am I going to teach them. That is why there are teachers. I must just see they go to school and do their homework. And if they fail, I donner them. They know me. They do say we must get involved. Like at the Governing Body elections, no one wanted to be part. One of the teachers asked me if I will after the meeting, as they needed parents to be on the committee. I don't like such things. When I am angry I say what I want to. But these meetings are so boring and so formal. I guess that is how it must be done. Then that chairperson is always there, sometimes he does not know what he is doing. Then the principal tells him in his ear how he must do it. He is a bit simple.

The teachers are very positive about the communication and parent involvement. Whereas the parents question the level of parent involvement and the communication from the school to the parents. This is especially evident with question one: According to the teacher, "The school...provide parents with information... in addition to the usual report...". The teachers state that the school does communicate regularly, and give the impression that they do their bit. Whereas the parents expect more than the progress report: "... only the subjects and numbers...". The parent does not even acknowledge the accompanying "newsletter". I studied one of these "newsletters". It is a one page letter from the principal to the parents thanking them for their support, a summary of the school results and what is expected in the

new term. Besides the report, there is no other form of official feedback to the parents or the community.

There appears to be some miscommunication between the school and the parents. This is especially evident with question two. The parent disagrees, but does declare that she does not fill in any forms ["I never fill in any forms. I let them fill it in themselves."]. So she is not aware of any attempts of the school using information from parents to better understand student needs and strengths. However, at *Auckland High School* there are detailed records of each pupil: primary school academic records, family history, academic record from the day of enrolment, medical history, non-academic achievements, discipline record, etc. Furthermore, registered class-teachers keep a detailed record of each pupil and this information is passed on to the next class-teacher. There are also Standard Groupings of teachers who discuss and record the strengths and weaknesses of their pupils. Unfortunately, this is not conveyed to this parent. I am sure they would be impressed if they knew this and would also have liked to be periodically informed of the developments of their children. As she clearly stated about her daughters child: "Her child gets a report that is five pages long..."

Question 5 reflects on the parental involvement in relation to their children's schooling. The one parent feels she is unable to do anything as she is not a trained teacher. All she can do is "...see that they go to school and do their homework. And if they fail, I donner (beat) them.". This illustrates the level of their involvement in the academic well-being of their children and ensuring that it continues at home. The fact that the one parent is a member of *Auckland High School's* governing body is also evidence of her parental and community involvement. From the parent's response it is evident that the parents are not rushing to get involved in the functioning of the school: "Like at the Governing Body elections, no one wanted to be part. After the meeting one of the teachers asked me if I will, as they needed parents to be on the committee. I don't like such things. When I am angry I say what I want to. But these meetings are so boring and so formal. I guess that is how it must be done" (Parent, *Auckland High School*).

4.2.2.2. Governing Body

In accordance with the SA Schools Act of 1996, “the governance of every public school (which *Auckland High School* is) is vested in its governing body” (Government Gazette, 1996:14). Schools were instructed to conclude their governing body elections by 31 July 1997. *Auckland High School*, like many other schools in the Western Cape, was unable to secure a quorum. There has to be at least 10% of the parents of the number of pupils enrolled at the school present at the governing body elections. The governing body would comprise of the parents, principal, educators (teachers), learners, non-educators at the school and co-opted members. The parent body must “comprise one more than the combined total of other members of the governing body who have voting rights” (Government Gazette, 1996: 18). This implies that parents would be in the majority. Despite extensive publicity, letters to parents, informing pupils to inform their parents and even phone calls to potential candidates, *Auckland High School* was still not able to secure a quorum on their second attempt (Appendix Item 19). At this meeting, *Auckland High School* decided to add names to the list to comply with the quota of 10% parents of the number of registered pupils and proceed with the elections.

In the case of *Auckland High School* vesting the governance of the school with the parents raises a crucial question and that is whether the parents are ‘qualified’ to accept the responsibility. At this *School* parents always wanted to be part of the decision-making and management of the school. This was illustrated with the 1995 parent invasion of *Auckland High School* (Appendix Item 21). The parents did not recognise the then School Committee which was dominated by the principal and teachers. With the new Governing Body the parents would have the majority vote, pupils would be included in the decision-making and the governing body could co-opt prominent members from the community to boost the capabilities of the governing body. The pertinent question is: are all parents equipped to govern a school as set out in the SA Schools Act? The South African Schools Act stipulates the functions of the governing body to be, inter alia, to administer and control the school’s property, buildings and grounds, to recommend the appointment of educators and non-

educators to the school, and to control the budget and provide a financial report of the school.

"The parents are inexperienced and not familiar with meeting procedures. Sometimes the meetings are chaotic and a joke. The chairperson (parent) is constantly guided by the principal on how to proceed from one area to another. The secretary (parent) cannot write properly and takes ages to record the minutes, after the second meeting she just did not turn up again. The principal is now the secretary. The treasurer has to be a parent, but our teacher who is the school's treasurer is running the show. It is fine saying parents must govern the school, but they must be capable parents." (Deputy Principal: Auckland High School, 1997).

Because many of the parents are poorly educated and unemployed, they feel that they are not equipped to "manage" a school. It is sad if *Auckland High School* abuses this situation to push through their policies and use the Governing Body merely as "rubber stamps". At the three governing body meetings that were observed it appeared that the teacher component with the principal most definitely dominated the proceedings. When the parents or pupils are asked to make an input they decline and suggest that the teachers are in a better position to give input. It appeared that the parents saw the teachers (as one parent put it) as being 'way up there' and the parents generally seem to get lost in the rhetoric. After one of the meetings, a parent made the following comments about the governing body:

It is a bit difficult and strange. But we will get used to it. I went on a training course with the chairperson. It is nice to be part of the running the school. I don't have much to say at meetings. I am a bit shy and don't want to be embarrassed. I leave the talking to the others. The teachers know more about the school. They are at the school all the time. I am just concerned about my child. (Parents on Governing Body: The School, 1997).

All the parents interviewed later expressed similar sentiments to the above, suggests that the school must be managed by the principal, teachers, parents and pupils. While they acknowledge that the principal and teachers are in a better position to manage the school, they do not want to be left out.

4.2.3. Pupil Enrolment

"According to the last circular from the department, key posts (like the principal) cannot be rationalised. It is therefore in your (teachers) interest that we maintain, if not increase, our present pupil enrolment. We cannot allow pupils to bunk classes, stay absent for days, drop-out of school or put the pupils out of the class. At the end of the day the pupil enrolled at this school will determine how many teachers will be employed at this school" (Principal: Auckland High School, 1997).

This school, like many other schools in the Western Cape, has become very conscious about the pupil enrolment. At many staff meetings (every staff meeting observed) there was always some reference made to the pupil enrolment. At the start of the 4th term, *Auckland High School* invited all the Standard 5 pupils from neighbouring primary schools to visit *Auckland High School*. The pupils were given a tour of *Auckland High School* and teachers were instructed to positively promote their subjects and display past achievements. The purpose of this programme was solely introduced “to push up the pupil enrolment and consequently secure teacher posts”, said one teacher, and “it is all a numbers game. It is also sad that we have to, in a sense, deceive them (the pupils), because half of what is displayed is not happening”, said another teacher during the programme. Every parent would like the best quality schooling for their children, but in the poverty stricken community surrounding *Auckland High School*, it is the only school which the parents can afford to send their children to. In relation to neighbouring secondary schools, *Auckland High School*'s school fees is a mere R105 per child per year and R75 if there is more than one child per family at the school. The school fees of neighbouring schools range from R250 to R5 000 per child per family. *Auckland High School* attempts to market itself by indicating that it will provide free stationery and access to textbooks, not offered at the other schools. Parents, however, are conscious of the quality of schooling offered, and this is reflected in their comments about the school. Every parent interviewed felt that *Auckland High School* was “giving their child the best education/schooling possible under the trying conditions”. They see the teachers as being “caring and friendly, the school looks nice, and the principal involves the parents in decision-making”. The parents see *Auckland High School* as “their school”. The School is the only secondary school in the area, and it always has very close ties with the community. But when the ties were severed in 1995 by the previous principal, the community “marched onto *Auckland High School* and wanted to have the principal removed” (The Argus, 1995, Appendix Item 20).

“We have a say in the running of the school, it is our school, not the principal's and we want you (the pupils) to participate in discussions” (Spokesperson for the parents: Argus, 1995).

“We have several problems and we want to involve every parent single parent in solving our problems. It is true that our children are leaving the school in droves. From 1300 we now have only 870 pupils” (Teacher: Argus, 1995).

The parents were concerned about the quality of schooling offered at *Auckland High School*. The parents/community were concerned about the problem of “gangsterism at *Auckland High School*, overcrowding, no books, the pupil-teacher ratio, facilities, allocation of funds, suspension of pupils and the upgrading of the school building” (The Argus, 1995). The table below reflects the drop in enrolment when the “quality of schooling” perceived by these parents, appeared to be dropping under the previous principal.

Table 3: Fluctuation of the Pupil Enrolment and Classes

Standard	1981	1988	1990	1995	1996	1997
6	10	8	7	6	6	6
7	10	11	9	8	8	6
8	7	9	8	5	4	5
9	4	6	7	4	4	3
10	1	5	6	4	3	4
Total Classes:	32	39	37	27	25	24
Total Pupils:	1026	1420	1235	875	879	893

At the start the previous principal’s term (1990) the enrolment was 1235 pupils. The pupil population dropped to 875 in 1995 when he was forced into early retirement by the parents/community. The parents, teachers and pupils were very critical of his autocratic and abusive behaviour, his incompetence and total lack of responsibility. With the new principal, who has better managerial and personality qualities, the pupil enrolment has stabilised and steadily increased from 1996.

The criteria for allocating pupils to specific classes, viz. 6a, 7e or 9b, are very simple. The pupils are presented with the academic streams that will be offered for that year, and pupils are given the opportunity to choose which stream they would like to pursue. The academic streams offered are dictated by the teachers available and the teachers willingness to teach a specific subject.

We would like to offer the pupils every possible subject that will enhance their chances in the world outside, but we are restricted by our staff (teachers) compliment. Over the years were lost a lot of teachers in the accounting, geography, woodwork and mathematics learning areas. Last year we lost our only home economics teacher, if no other teacher is prepared to teach this subject we will have to phase it out. I am the only Biblical Studies teacher at Auckland High School, but my commitments as the principal of the school, is forcing us to phase this subject out for the future (Principal, Auckland High School).

After the pupils have made their selections, the pupils are slotted into the different classes according to the selected streams. The senior classes, who are set in their streams, continue as a class to the next standard. The previous year failures are not allowed to select a stream, but have to slot in where the pupil numbers are lower. No cognisance is taken of the pupils academic ability or past learning problems. The pupils are of mixed ability. The allocation of pupils to specific classes and academic streams are dictated by the ability and availability of the teachers at *Auckland High School*. The allocation of teachers to specific classes is largely determined by the number of teachers, the number of classes, the special requests of teachers and seniority. The total number of classes are determined by the number of teachers available to be class-teachers. Here the criteria of seniority is enforced. It is an unwritten rule, which creates some dissatisfaction amongst the class-teachers, that heads of department and teachers part of the management structure are not class-teachers. Teachers who have been associated with the school for a long time would be given a choice in terms of which class they would like to be class-teacher of. Often their selection criteria would be: the number of pupils in the class, the past academic results of the pupils, the known general behaviour of the pupils (well behaved, quiet, rowdy, undisciplined, etc.) and if they taught the pupils before. Generally the teachers would avoid the junior classes of standard 6 and 7, as they are often the bigger and noisier classes. These classes would be allocated arbitrarily to any new teachers or who have not been at the school for very long. Very often the success or failure of the management of these classes are largely due to the individual ability and commitment of the teacher in charge. Often a newly qualified teacher, with no support mechanisms in place would experience endless disciplinary and control problems, obviously to the detriment of the teaching / learning process. This adds another dimension to the high attrition rate and disciplinary problems experienced at this level.

4.2.4. Pupil Attrition:

It is the policy of *Auckland High School* that a pupil that has been absent from *Auckland High School* for more than three months (a school term) or has given the school prior notice of leaving, will be removed from the attendance register (also the absentee register). At the end of each term the class-teachers are instructed to update the attendance

registers for their classes. According to the teachers, the totals in these registers are “positively inflated”, i.e. there are more pupils that have withdrawn. Many pupils at *Auckland High School* receive social grants. These social grants are only awarded if the pupils attendance and performance at *Auckland High School* are satisfactory. Many of these pupils would “pitch up” at the school a few days before the social grant forms have to be completed by *Auckland High School*, and thereafter leave again. Then there are the chronic bunkers or absentees, who “pop in so now and then”. The class-teachers are encouraged not to be too eager to remove pupils from the attendance registers, as the totals are used by the education department to calculate the number of pupils at the school and consequently the number of teachers needed for the following year.

As argued throughout this study, indicators and factors of the quality of schooling are all interrelated and should not be interpreted on their own. The same is the case with pupil attrition. The table below reflects the frequency of pupil attrition from the first enrolment in January up to and including the first week of November in the last term.

Table 4: Enrolment and Attrition / Drop-out Rate of Pupils for 1997

Enrolment:	6a	6b	6c	6d	6e	6f	Total	Total Attrition (%)
January	43	43	43	42	41	40	252	
November	28	34	30	36	35	35	198	54 (21.4%)
	7a	7b	7c	7d	7e	7f		
January	36	42	46	44	43	41	252	
November	28	29	41	38	36	27	199	53 (21%)
	8a	8b	8c	8d	8e			
January	39	29	37	39	44		188	
November	31	19	31	34	25		140	48 (25.5%)
	9a	9b	9c					
January	28	39	33				100	
November	22	29	24				75	25 (25%)
	10a	10b	10c	10d				
January	20	22	26	23			91	
November	18	20	23	18			79	12 (13.1%)
								192 (21.7%)

There appear to be some relationship between absenteeism, truancy, academic results and the attrition rate of pupils at the lower standards (6, 7 and 8) which are greater than that of the pupils in higher standards (9 and 10). Out of a possible 1575 and 1195 passes for Standard 6 and 7, an average of 31% and 31.7% failed respectively, as opposed to an average of 6.9% in Standard 10 (See Table 20). If one analyses the attrition and

absenteeism levels of these standards, what emerges is that the rate of attrition (21.4% and 21%) and absenteeism (33.1% and 37.1%) is fairly high at the Standard 6 and 7 levels respectively (See Table 4 and 17). But what is also evident from Table 9 is that the number of pupils per class and the number of classes per standard drastically declines in the senior standards. In standard 6 there are six standard 6 classes with an average of 40 pupils in each class. Whereas in standard 10 there are only four classes with an average of 22 pupils per class. The South African Schools Act states that "every parent must cause every learner for whom he or she is responsible to attend a school from the first day of the year in which such a learner reaches the age of seven years until the last school day of the year in which such learner reaches the age of fifteen years or the ninth grade (standard 7), whichever occurs first" (Government Gazette, 1996: 6). Teachers were questioned at *Auckland High School* about the high levels of attrition and what measures were taken to get the pupils to come back. These following are some of the comments made:

We do phone the parents and send letters to the houses. But often there is no one at home or the pupils intercept the letters. We also send messages via brothers, sisters or friends of the offenders. The parents are called in to discuss the problem with the school. (Principal, Auckland High School)

It is actually a waste of time. Very often parents phone the school that X or Y is at home and refuses to come to school. Can't we come and fetch her or him. Now if the parents can't get their own children to school, how can we as teachers get them to school. (Teacher, Auckland High School)

I phone their parents at work or phone at night. Sometimes I go to their houses myself. In the morning before school starts, I take a ride around the school, along the routes that pupils walk to school and even make a turn at the "bunking" places. When they see my car, then they know I am on the patrol. (Teacher: Auckland High School).

The measures implemented to address the pupil truancy, late-coming, absenteeism and the attrition, are not uniformly applied. A lot is left to the teachers in charge. Where teachers pursued offenders diligently and consistently, there were positive results. This was the case of the class-teachers of 6d, 6e, 6f, 7c, 7d, 8d and 9a. As mentioned in the previous section on pupil enrolment, very often the junior classes are allocated to the newly appointed teachers. The new teachers are usually highly qualified and eager to please in order to ensure continued employment. The matriculants on the other hand, are closely monitored by

school management, and since they are in their final year of schooling, they are generally more motivated to make a success of the year. This could explain the lower attrition rate (13%) at this level.

4.2.5. School Infrastructure and facilities

Schmelkes study questions the “improving (of) primary education facilities ... through uniform, standardised measures” (1996:v). Schmelkes proposes that schools should be improved and developed by addressing the “needs and living conditions of the disadvantaged groups” within the community from which the pupils come from or where the school is located. The upgrading of a school does not inevitably imply an improvement in the quality of schooling. It may increase the pupil population and create a better atmosphere for teaching and learning, but to adopt such a simplistic argument is short-sighted. At the time of the study, renovation work on *Auckland High School* was underway and coming to a close. In 1995 *Auckland High School* was badly dilapidated. Most classrooms had no window panes or frames, chalkboards, doors, clean walls; complete ceilings, light fittings or plugs which worked (Appendix Item 14). Throughout the school there are 800 broken window panes, 67 holes in the ceilings, 14 classrooms without notice boards, 23 classrooms without or faulty door handles, every classroom (including the principal’s office) had some graffiti on the walls, none of the toilets in the girls and boys toilets were working properly and 32 roof sheets were damaged, which caused excessive flooding during winter. This is besides the blockage of drains, broken down-pipes, broken gutters, pot-holes, broken gas pipes, leaking taps, no outside lighting, a run-down perimeter fence and not a single cupboard in the classrooms completely in tack (Appendix Item 15).

The Provincial Education Department was aware of the dilapidated state of the school. From 1990, funds for school improvements and repairs were drastically reduced, which coupled with sporadic vandalism, meant that the state of the school rapidly deteriorated. There were various meeting with the community, articles in newspapers, community marches and delegations to the Provincial Education Department (Appendix Item 16). So much so that in 1995 the school was incorporated into the RDP Culture of Learning:

Presidential Lead Project (Appendix Item 17). The aim of the project was to restore a culture of learning and teaching at educational institutions. The programme catered for repairs and renovations to existing school premises as well as improving the quality of learning by targeting improvement of school governance. Finance for these improvements was allocated on a per pupil basis. This *School*, based on the then 878 pupils, was allocated a sum of R 131,700, despite the level of dilapidation. It is the argument of Schmelkes' study that "it no longer suffices simply to compute national averages and design standard packages... it is essential to identify the differences between schools in relation to their varied local contexts ... planning has to be more flexible and adaptive, diagnosis has to be done with a local specific framework and diversified proposals for action have to be formulated in a need-based fashion" (1996:v).

This was a "slap in the face", says the principal, as the allocated amount of R131.700 would be insufficient to cover all the repairs and promote a more positive culture of teaching and learning at the school. Furthermore, the RDP project was linked to the ANC-government and in the Western Cape the project was being undermined again by politics. So much so that *Auckland High School* mobilised the community, went to the newspapers and prominent politicians provincially and nationally (Appendix Item 16). The result was that *Auckland High School's* allocation was increased to R240,000 and the project was to be managed by the more efficient Department of Public Works, and not the Education Department. Many of the construction companies involved in the renovating also pledged further funds or donations. At the end of the day, *Auckland High School* was completely renovated with the external and internal painted, lighting in all the classrooms, all windows repaired, all electrical faults repaired, roofing repaired, broken gutters and down-pipes replaced, a new tuck shop built, two dilapidated classrooms converted into a small assembly hall, security gates and mesh fitted to high risk localities, ablution facilities upgraded and 24 hours security provided.

Generally, *Auckland High School* had the standard features found at most "Coloured" schools. *Auckland High School* had four science laboratories which had a fair supply of

science equipment, utensils and laboratory tables. However, the gas pipes were not working and it was the intention of *Auckland High School* (for safety reasons) not to repair them. There were also fully functioning home economics, typing, woodwork and needlework rooms. However, the needlework rooms were makeshift rooms with no changing rooms with one electric sewing machine for a class of thirty girls and no supply of material (cloth) (Appendix Item 18). Due to the past three years of budgetary reductions the broken sewing machines (24) could not be repaired and cloth not purchased. The school has a fully stocked library which for the better half of the year was used as a store-room. The pupils interviewed were not aware of the library's existence ("What library?" and "Oh, that room, but it is always locked"). In the last two months, as a result of this study, the pupils approached the principal to have the library unlocked, they stored the equipment in the store-rooms and cleaned the library. The home economics teacher (who has only been at the school for six months) took charge of the library and converted the library into a library-teaching-demonstration-restaurant room.

There is just no money, our school allocation has been drastically reduced over the past three years. With the money from the education allocation, collected school fees and fund-raising, we barely cover the phone bill, paper, text-books, stationery and general maintenance. This year teachers had to supply or pay for photo-copying and examination question papers, and only the matrices were supplied with writing books for all their subjects (Principal: Auckland High School, 1997).

None of the equipment in the woodwork rooms is working and it has been three years since the school received wood for models. The soccer, rugby, netball and volleyball fields are badly run down. Only the rugby posts are standing (Appendix Item 14 & 15). The grass around the school and on the fields has to be cut at the school's cost, and the school can only afford to do this twice a year, viz. at the start of the third term (sport season) and the start of first the term (athletics).

4.2.6. Analysis:

It is the view of the teachers that the education department has not done much to improve or contribute to the quality of schooling at *Auckland High School*. The area manager and subject advisors are seen as incompetent and wasting their (teachers) time.

Prior to 1994, when the teachers had grounds to question the credibility of the education department under the then apartheid government, no education department officials were allowed at the school. From 1996 the school welcomed the return of the education department officials, but many teachers still rejected the assistance from the educational departments. The teachers accuse the Department's rationalisation process for the chaos at *Auckland High School*. The teachers very easily lay the blame for the school's problems at the door of the Department, and refuse to look at other possible reasons for, example, the rapid decline in pupil enrolment at the school, which impacts directly on the number of teachers appointed. Instead of demanding better support from the educational officials, the teachers rather reject them completely. It appears as if the teachers do not want to allow the educational officials back into their classrooms, because an assessment may highlight their professional inadequacies. The school itself does not have any formal or informal mechanism of evaluation in place. The teachers argue that they have been teaching for years and are capable of assessing themselves. There is, however, no formal or informal internal assessment mechanism in place, and it is highly questionable as to whether this "self-examination" ever happens. The teachers appear to be resistant to any form of external or internal assessment which may contribute to their professional development. They refuse to see, or are unable to see, that their lack of professionalism and inability to provide quality instruction indeed negatively impact (directly or indirectly) on the academic results, the attrition rate, the pupil enrolment and the disciplinary problems at the school. Their vociferous rejection of support from educational officials, their rejection of a formal, internal appraisal system and more openness in terms of teacher development could be significant of perhaps conscious attempts on their part to hide their own professional incompetence's and lack of teaching skills. Interestingly enough, the pupils themselves comment on the negative consequences of not having a formal teacher appraisal and evaluation programme. The principal admits to the importance of such a programme and on many occasions has hinted at the re-introduction thereof but because of his close association to many of the staff members (family relations and long time friends), he is uncomfortable about questioning their teaching ability.

Having taught at a secondary school for ten years and being in contact with numerous schools throughout the Western Cape, it is my considered opinion that no school in South Africa can survive without parental and community involvement and support. For example, if the parents do not enrol their children at a school, then that school will not survive. More so today. With the previous principal and prior to 1996, the school never had a good relationship with the parents and community. This resulted in the parents marching onto the school in 1995. This visible rejection of the poor quality of schooling offered by the school showed that the parents and community wanted to be involved in the functioning of the school and is a clear attempt to improve the quality of schooling. However, the teachers once again illustrating their unprofessionalism and personal insecurities, ostracise the parents that are willing to assist by criticising their abilities to do so. *Auckland High School* regularly states that the parents must get involved in the functioning of the school, but when the parents do get involved, senior teachers complain: *The parents are inexperienced and not familiar with meeting procedures. Sometimes the meetings are chaotic and a joke.* Instead of embarking on a programme to educate the parents, which would ensure a better working relationship / partnership between the school and the community, the school ostracises the parents by making them feel inadequate. An example would be when the secretary of the governing body stayed away from meetings after not being able to take minutes. Parental involvement for the school means assisting with fund-raising and discipline, and no more. The teachers are not prepared to meaningfully share control of the school with the parents. West and Hopkins feel that the role of parents and the community are crucial to the effectiveness of a school, but “real partnership implies that the school is willing to allow key groups to influence the discussion and not simply seek external support for what are essentially internally determined policies” (West and Hopkins, 1996: 20). It is also evident from the sample of parent and teacher responses to the communication between the school and parents, that the two stake holders differ on the level of communication. Unlike the teachers, the parents find the low level of communication unacceptable. The teachers argue that there is a lot of communication between the school and the parents. In the seven months of observation the school communicated with the parents through two term academic reports, a letter from the principal with each term report, and one letter

informing parents of the governing body elections and a two week campaign about a major fund-raising project. It is evident that there is not only a serious problem with the level and form of communication, but also with what is being communicated. The school is very selective in terms of what it communicates with parents, and the communication appears to be one way only, in that the school informs parents, rather than consulting with parents in an effort to make joint decisions.

The number of teachers allowed at a school whose salaries are paid by the Ministry of Education is a direct result of how many pupils attend the school. Hence, many schools are constantly attempting to increase their pupil roll. The principal of *Auckland High School* constantly informs the teachers in staff meetings to follow-up drop-outs and absenteeism so as to retain their enrolment and not to lose any more teachers. In the third term the school embarked on a major recruitment drive to attract new entrants. This recruitment drive, however, was principally motivated to fulfil a teacher-need rather than a genuine desire to educate more pupils. The school consciously attempted to paint a false picture of what it can offer its learners. One telling comment by a teacher illustrates this: *it is sad that we have to deceive them, because half of what is displayed is not happening*. However, inspite of the low school fees and *Auckland High School* being the only secondary school in the area, the parents and pupils continued to illustrate a lack of confidence in the quality of schooling provided by the school by enrolling at other, more distant and expensive schools. Over the last few years the school experienced a complete face-lift (repainted, refurbished, acquired a fully functioning computer laboratory), and the surrounding community more than trebled (anticipated employment prospects from the development of the Capricorn Science Centre). Yet, the pupil enrolment at *Auckland High School* did not dramatically increase. In conjunction to this, the school experienced a high attrition rate. In November 1997, 192 (21.7%) pupils officially withdrew from *Auckland High School* to enrol at other schools. Except at the most senior level (Standard 10: 13.1%), the average percentage of attrition throughout the school is 25%. The pupils are voting with their feet by transferring to other schools. After initially being attracted by the beautiful buildings and the well equipped computer laboratory, the pupils all too soon realise that a better quality of

schooling is to be had elsewhere. If one studies the enrolment records over the last five years, one notices that the present 91 matriculants in matric (Standard 10) were 240 pupils in standard six. Over the last five years therefore 149 pupils that enrolled in a particular year, left the school. Evidently, *Auckland High School* is not able to retain its pupils and once the pupils are exposed to the poor quality of schooling, they decide to enrol elsewhere. Yet on an infrastructural and educational resources level, *Auckland High School* has far better facilities than many other surrounding schools but the poor management of these resources result in them being rendered ineffective. An example of this is when the well-resourced practical rooms lacking materials and machines which were not being repaired, . In the instances where the practical rooms were lacking materials or machines not being repaired, the principal declared that he was not aware that the machines were not working and he showed me invoices of material (cloth and wood) that were delivered to the school. He therefore could not understand why there was a no material for projects. This is once again an illustration of the lack of communication between the teachers and senior management, and the unprofessionalism and lack of commitment on the part of the teachers concerned. The lack of material and broken machines could (and was indeed) used as a convenient excuse not to teach. At no point, however, was any attempt made by both teachers and management to have the machines repaired (for which there is a budget) or to acquire material (which is freely supplied by the department). If the school had an effective monitoring and appraisal programme, then these discrepancies would be detected and addressed timeously to the benefit of the learning process of the pupil.

4.3. Enabling Conditions:

Unlike the supporting inputs that facilitate the functioning of the school, the enabling conditions are directly responsible for the functioning, the climate, teaching and learning atmosphere of the school. It is the conditions without which no school can function effectively. Although these conditions are directly responsible for the quality of schooling, it is not the only factors which contribute to quality schooling. The supporting inputs facilitate the enabling conditions which together impact on the school climate and teaching / learning

atmosphere which in the end largely determine the student outcomes. The leadership, teaching staff and management of the school are associated with the enabling conditions.

4.3.1. Principal and Teachers:

With its hierarchical structure of principal, deputies, heads of departments and teachers, and with the subject departmentalisation, enrolment regulations, timetable, division of workload, administrative tasks, examinations, curriculum plans, uniforms, discipline, rules and regulations, it is easy to think of schools as very formal organisations. This perspective however ignores the human element of schools, the emotions, the interactions, “norms, purposes, values, professional socialisation, collegiality and natural interdependence” which are integral features of all schools (Sergiovanni, 1994: 4).

In many ways the school principal is the most important and influential individual in any school ... It is his leadership that sets the tone of the school, the climate for learning, the level of professionalism and morale of teachers and the degree of concern for what students may or may not become [Sergiovanni, 1995].

In the South African educational and school context, the principal is the officially and hierarchically appointed leader. The very job description and degree of control ensures that only the principal can be the leader of the school. The very position of principal allows the principal to have more power and control than the rest of the staff. The principal has greater access to information, as he/she liaises with outside agencies, visits the education departments, receives the circulars, signs various documents, has access to confidential files as well as being the one with whom pupils, teachers and parents discuss problems in confidence. Schmelkes’ study concludes that the principals and educational administrators (supervisors) have an important monitoring and supervisory role to play in ensuring the smooth “running” of the school, linking all the stake-holders, keeping abreast of and informing all concerned about new developments (Schmelkes, et al, 1996). Since the work of the classroom teacher is invisible to other teachers, the principal plays an important co-ordinating role.

Quality schooling indeed leads to quality learning, and an important key to quality schooling is the amount and kind of leadership that school principals provide directly and promote among teachers and supporting staff [Sergiovanni, 1995:146].

Out of a staff of 34 at *Auckland High School*, 10 teachers from the management structure and the remaining teachers constitute the class-teachers. The class-teachers were assigned to a class of pupils which they taught. The class-teachers, besides their academic teaching workload, are responsible for all the administrative and management work that accompanies being in charge of a class of pupils. The duties would entail keeping an official register of absentees, enrolment of pupils in that class, documenting all personal details of the pupils, communicating with the pupils' parents, fund-raising, collecting school fees, following-up disciplinary offence's with the management, pupils' parents and social workers, and completing promotion and assessment reports.

The management structure comprises the principal, two deputy-principals and seven Heads of Department. Because of past staff rationalisations, every subject department does not have a Head of Department. In 1988 *Auckland High School* had 24 heads of department, this has been reduced to 10 in 1997. The approach of the school is therefore not to select any subject heads of department, but rather to develop a school management team, with each subject department represented by a teacher acting (without any remuneration) as the representative of the department at management meetings. Because this position entails additional work, no remuneration, no future promotion prospects or reduction in academic workload (a past practice), teachers are not eager to volunteer for the position. Consequently there are some departments that do not have any representatives or heads of departments. Since 1993, heads of departments that were not officially appointed by the education department did not receive any allowance or remuneration for acting, except in cases where the incumbent was on leave.

The management team's academic workload was far less than the class-teachers. The administrative duties of the school (finances, pupil enrolment, pupil absenteeism, teacher absenteeism, school infrastructure maintenance, educational resources, stationery, maintenance staff, discipline and liaising with educational department) is divided amongst the management team. At the time of the study there were a lot of grievances about the

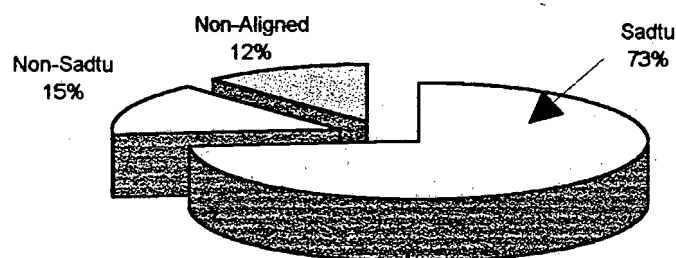
“unequal” administrative workload of the management team and the class-teachers. It is argued by the class-teachers that since management is being remunerated for doing the additional administration work, they should not be further favoured with a reduction in academic work which is transferred to the already overloaded class-teachers.

4.3.2. Micro-politics and staff relations:

Teachers may teach in isolation, but the teacher is a member of the teaching staff. Outside the classroom the teacher socialises in the staffroom with other teachers during the breaks, debates with colleagues in departmental and school meetings, co-ordinates sports codes with colleagues, attends school functions with colleagues and works on school projects with colleagues. As one teacher stated: “The teacher is firstly a member of the school staff, and secondly a learning area teacher.” This implies that what is decided by and is the policy of the school has to be carried over to the classroom. As mentioned before in this study, the interrelationships and collegiality among the staff is therefore crucial in promoting a positive working climate. Unfortunately at *Auckland High School*, the working and collegial relationship amongst the teachers are severely strained by the different religious, political and union affiliations. There are five distinct and separate groups at the school. These associations or groupings are not known to outsiders or even newly appointed teachers, but with time they too become aware of the groupings and will decide with whom to associate. The divisions are formed along religious, political and union lines. In the official staff-room the Sadtu teachers socialise with each other, and the non-Sadtu teachers socialise in one of two other locations. Amongst the Sadtu teachers there are two further divisions along religious lines: Muslim fundamentalist and a mixed religious group. The more senior teachers congregate around the principals office. The teachers who do not want to associate or be linked with any of the groups would be found wondering around the school or remain in their classrooms. At the end of every term the teachers go out on a retreat to socialise in an attempt to promote collegiality, but these groups continue their existence on a social level as well.

In the struggle for democracy in South Africa, schools (teachers and pupils) were often sites of struggle against the oppression of the past apartheid regime. Disadvantaged and oppressed schools were often disrupted through strikes, go-slows, picketing, protest, violence and sporadic absenteeism. In this period Wectu (Western Cape Teachers' Union) and later Sadtu (South African Teachers' Union) were formed to organise and unionise teachers. After the 1994 democratic elections, the struggle at schools shifted to better working conditions, accountability and equity in education. For some time the staff has been split in its affiliation and non-affiliation to Sadtu. The staff always seem to be split marginally in favour of either Sadtu or non-Sadtu membership. Very often decisions and appointments are weighed in terms of the teacher being Sadtu or non-Sadtu oriented, and not always in the best interest of the school. Whenever a teacher leaves (permanently or temporary), the opposing groups assess their membership and how the exodus impacts on the balance of power. The staff is literally divided into two groups: the Sadtu members and non-Sadtu members. Some of the teachers would say that there is a third group: the fence-sitters. This third group does not side with any of the other two. But during the study, when the two groups split, the 'fence-sitters' on every occasion sided with the more conservative non-Sadtu members. Today, out of the present staff of 34, 25 of the teachers are registered Sadtu members. Sadtu is affiliated to Cosatu (Congress of South African Trade Unions), who has formed an alliance with the ANC. It is therefore not surprising that every member of Sadtu at *Auckland High School* is also an ANC supporter, and that the non ANC supporters at *Auckland High School* are most definitely non-Sadtu members, although Sadtu claim to be politically non aligned.

Fig. 7: Teacher Affiliation to a Teacher Union in 1997



Whenever *Auckland High School* is expected to react and act upon regional, provincial and national issues, the Sadtu contingent dominates, as they are the majority. The Sadtu site at

Auckland High School is very active and clued to broader developments, and on numerous occasions would inform first its site (registered members at *Auckland High School*) and later *Auckland High School* management of developments long before the provincial department informs *Auckland High School*. The Sadtu site would meet regularly to strategise. The mandate decided at these site meetings would be carried over to *Auckland High School* staff meetings, and if it goes to a vote, the Sadtu site is guaranteed of victory as they are in the majority (Appendix Item 25). This control is frustrating the non-Sadtu teachers, of which the principal is a member. When Sadtu national called for a three day strike for a wage increase, *Auckland High School* Sadtu site supported the strike. The non Sadtu teachers wanted to continue teaching, but being only nine teachers, were not able supervise the pupils. The non-Sadtu teachers were forced to send the pupils home early for the three days without any teaching.

4.3.3. Teacher Attendance and Attrition:

Chapman (1994) argues that chronic teacher absenteeism denies the pupils instructional time which in turn jeopardises the pupils' learning and undermines the quality of schooling. Furthermore, Chapman argues that teacher attrition is also a "waste of scarce resources", not to mention the loss of valuable skills and expertise (1996:1). What is also concluded by Chapman's study of teacher absenteeism and attrition in developing countries is that these problems can only be solved nationally, in the case of South Africa today also provincially, and to a lesser degree by the school itself.

4.3.4. Teacher Late Coming:

Similar to the pupils coming late to school, there appears to be a chronic problem with teachers coming late to school. In this respect the consequences are more negative and detrimental to the quality of schooling at *Auckland High School*. When a teacher is late, as indicated by the frequency of teacher absenteeism and teacher neglect to sign the teacher attendance register, *Auckland High School* does not know if that teacher is absent and more importantly that the teacher's class is unsupervised. That teacher's registered class will not

be informed of the developments for that day, the previous day pupils who were absent and those quality of truancy, are not checked or that days pupil attendance will not be recorded.

Table 5: Number of Teachers Coming Late to School in 1997

Day	Teachers	Day	Teachers
<u>Monday:</u> 8.10-8.15	8	<u>Wednesday:</u> 8.10-8.15	8
8.15-8.30	3	8.15-8.30	1
Total	11	Total	9
<u>Tuesday:</u> 8.10-8.15	5	<u>Thursday:</u> 8.10-8.15	9
8.15-8.30	4	8.15-8.30	6
Total	9	Total	15
		<u>Friday:</u> 8.10-8.15	6
		8.15-8.30	2
		Total	8

Over a period of five days (a school week from Monday to Friday) the above was recorded on the frequency of teachers coming late to school. It is an unofficial policy (does not happen everyday, only when the need arises) for the school to have a short staff briefing before the school starts. To accommodate this possibility, it was decided at previous staff meetings that teachers should be at school at 08h 00. According to the above table, over the five days a total of 16 teachers (9.4%) arrived at *Auckland High School* between 08h 15 and 08h 30. This means that 16 teachers were late for a possible staff briefing, not able to conduct their administration periods with their pupils and were late for their first period. Not to mention the time wasted or confusion if this teacher was perceived to be absent. One reason provided by the school management on why teachers are late, was that a great percentage of the teachers live far from the school and have to travel long distances at peak traffic times to the school.

Table 6: Residential Location of Teachers at The School in 1997

Teacher's Residence	Same Vicinity	Adjacent Suburb	A Number of Suburbs away
Number of Teachers	4	10	20

The above table reflects the number of teachers that live in the same suburb, adjacent suburb or far away from the school. Of the 34 teachers, 20 teachers live a fair distance from the school. However, on a closer investigation of which teachers were late on the five days, it was found that the teachers living closest to the school were regularly late. The first five teachers that arrive at the school (30 minutes before the school day starts) live the furthest from the school. A number studies indicate that the teachers background can impact on the

quality of schooling at the school which they teach (Fuller, 1990 and Govinda & Vargese, 1993). Govinda and Vargese argued that teachers that live further from the school (where they teach) not only spend more time travelling to the school, but are less likely to empathise with the surrounding community in which their school is located (1993:103).

4.3.5. Teacher Absenteeism:

Every morning the teachers must sign the official teachers register. By signing this register they indicate that they are present for duty. Teachers who do not sign the registers should be treated by the school as being absent, but often teachers who are present fail to sign the registers. Over a period of 8 days, 122 of the 253 teachers that were present, did not sign the register. Consequently, during the staff briefing session before the school starts and during the pupil administration period at the start of the school day, a senior member of the school management team will observe which teachers are present or absent. For the absent teachers he will then proceed to work out a supervision roster, whereby teachers who are present will supervise an absent teacher's class during their "free" periods. When the absent teachers return to work from their absent period, they should report to the principal's office and complete a "green" form stating why they were absent and for how long. This the principal has to endorse, if he agrees with the reasoning and send it to the regional education department for approval. Other than the completion of this "green form", there is no form of control of teacher absenteeism. As the principal stated:

You cannot punish a teacher for being sick, if they were sick. There can be a lot of legal repercussions, if you start questioning the reasons of teachers staying absent. Therefore, you accept their reasons, and the day goes on. (Principal: Auckland High School, 1997).

In the first two weeks of the fourth term, there were 19 teachers absent. Therefore over a period of 8 days with 7 periods a day, 1064 classes were without their subject teacher. With each period being 50 minutes long, 887 hours of learning time was lost for the pupils. The time was lost as the supervision teachers only supervised the classes and no effective teaching took place. That is, if the teachers that are supposed to supervise the class, actually do the supervision.

4.3.6. Absent Teacher Supervision:

If a teacher is going to be absent, it is the duty of the absent teacher to phone and inform *Auckland High School* timeously (long before that school day starts). At a number of staff briefings and meetings, the principal regularly pleaded with the teachers to inform the school of their intended absenteeism and that teachers should sign the teacher registration in the morning. Much time is wasted trying to work out whether teachers are present or absent, not to mention the chaos that is created through absent teacher's classes being left unsupervised. The same administrative head of department that is responsible for teacher absenteeism, is also responsible for drafting the teacher supervision roster of absent teachers. But because of the increased workload per teacher as a result of the increased teacher : pupil ratio proposed by the national education department, he no longer has a non-contact period (a free session) to complete the supervision roster. Furthermore, as he states: "I spend most of the time checking to see whether if the teachers who did not sign the attendance registers are present or absent." The supervision roster is sent to the teachers who have to do supervision (because they are free that period) and they have to sign next to the class that they have to supervise. On all the days during this study, the supervision roster only reached the concerned teachers in the third period. That means that on all those days the classes of absent teachers in the first two periods were unsupervised.

"This is one of the worst duties at the school. This duty is always given to the new recruits (newly appointed or co-opted heads of department). Teachers neglect to phone in if they are absent, do not sign the attendance register, refuse to complete the absentee forms or neglect to go there supervision classes. Next year I am going to refuse to do this duty again" (Administrative Head of Department, *Auckland High School*, 1997).

Table 7: Teacher Supervision at *Auckland High School* in 1997

	Day 1	Day 2	Day 3
Number of Teachers Absent	4	3	6
Number of teachers appointed to do supervision	28	21	42
Number who did supervision	21	20	23

Over a period of three days the data in the above table was recorded. On each day there were some teachers that neglected to do supervision duty. When these teachers were approached for the reasons as to why they did not supervise a particular class, the reasons were not unique to the individuals. Teachers gave reasons like "There was no class when I

went to the supervision class”, “I had only one period free, and I must lose it to do supervision. No ways.”, “I was every day for the whole week on supervision duty” or “What supervision? What class? I am not on supervision duty (But when checked the teacher signed the supervision roster)”. The more teachers absent, the less teachers available to do supervision and the greater the number of teachers who neglect to do supervision duty. There appears to be a tendency (this was also observed by this study) by the teachers to avoid supervising classes towards the end of the school day. This tendency can be attributed to the increase in the number of pupils outside the classrooms, chaos, noise and pupils running home towards the end of the school day.

4.3.7. Qualifications and Experience

There is no clear distinctive link between teacher qualification and teacher effectiveness (Educsource, 95/03, December 1995, Data Analysis). Nor can one confine teacher effectiveness so narrowly, there are numerous other factors that have to be considered here. However, studies from developing countries suggest that teacher training is positively linked to student performance. In South Africa, especially there appears to be a positive correlation between teacher qualifications and, for example the Standard 10 results (matric) (Educsource, 95/03, December 1995, Data Analysis).

Table 8: Qualified teachers and Grade 12 Pass-rates Provincially in 1995

Percentage [%]	African	Coloured	Indian	White
Qualified Teachers	37	59	98	98
Grade 12 Pass Rates	37	79	95	96

[Educsource, 95/03, December 1995, Data Analysis. pp.]

According to the above table, in the Indian and White education departments, both teacher qualifications and pass-rates are high, whereas the lower level of teacher qualifications in the African and Coloured systems are reflected in the lower pass-rates. This relationship has also been observed at *Auckland High School*. Although it must again be stated that to attribute the low pass rate to the level of teacher qualifications would be irresponsible. In the trend of the study many other factors are mentioned that could have contributed to the low pass rate, for example the high rate of pupil absenteeism and truancy, the surrounding socio-economic conditions, the lack of basic educational resources and the pupil and

teacher late coming. However, in the learning areas of Mathematics and Science where the teachers have lower levels of qualifications (Primary Teacher Diploma), the failure rate in all the standards are significantly high. At the other end of the continuum, in the learning areas of the languages, Business Economics and History, the pass rate and teacher qualifications are higher.

Table 9: Level of Teacher Qualifications in Each Subject Department

Qualifications	Standard 12	Primary Teacher Diploma	3 year Degree	Degree + Secondary Teacher Diploma	Degree + Higher Diploma in Education	Degree, Higher Diploma in Education + Bachelor of Education	Degree, Higher Diploma in Education, Bachelor of Education + Master of Education	Years Experience	Total Teachers
<i>Subjects</i>									
Afrikaans		1		1*	2	1		1,3,16,18,32	5
English					4		1	1,7,12,14,15	5
Geography		2					1	11,16,19	3
Mathematics		3		1		1		1,5,10,11,13	5
Biology / Science		2		2	1			5,8,10,13,16	5
Accounting		1	1		1*			10,11*,18	3
Bus. Economics					2			6,7	2
History					2			8,9	2
Woodwork	1							13	1
Needlework				1*				11,16	2
Biblical Studies						1		16	1
Home Economics					1			1	1
Typing					1*			11*	1
Total	1	7	1	7	13	3	2		34

* same teacher

According to the above table, 70% of the teachers are qualified higher than a degree, i.e. have either a Higher Diploma in Education, Bachelor of Education or Masters in Education. At least 10 of the 36 teachers only have either a degree, Primary Teacher Diploma (PTD) or a matric certificate. What is striking from the under-qualified sector is that seven teachers are qualified to teach at primary schools, and *Auckland High School* is a Secondary school. What is also significant is that the teachers qualified to teach at primary schools are teaching specialist secondary schools subjects like Geography, Biology and Accountancy, subjects which are only taught at senior level (Standard 8, 9 and 10). Furthermore two of the three teachers in the Geography department are PTD-qualified teachers. In the mathematics department, three of the five teachers only have a college diploma. In the Biology / Science department, two of the four teachers are PTD-qualified. When the principal was questioned about the low level of qualifications in certain departments like Science, Mathematics and Accounting, he responded that:

"It was not always the case. These departments used to have highly qualified teachers, but through the past rationalisation, these teachers opted for the voluntary severance package. These teachers left because they were assured of employment outside education, i.e. the private sector."(Principal: *Auckland High School*).

But if one studies the years of teaching experience of every one of these underqualified teachers, the minimum is 13 years and the maximum is 32 years. Furthermore, the shortest period of anyone of these teachers teaching at *Auckland High School*, is 3 years and the longest 19 years.

4.3.8. Teacher Attrition:

Chapman's study shows, and this is supported by my study of the Western Cape school, that it is often the highly qualified teacher with years of experience in teaching specialist subjects, that top the list of teacher attrition (1994: 1). The reason seem to be that, despite the poor employment options in developing countries, they are sought after in the private sector and have wider employment alternatives. Consequently, the schools are drained of these specialist teachers and left with the less qualified and inexperienced teachers. This greatly undermines the quality of schooling offered. At *Auckland High School* the accountancy, business economics, mathematics and science teachers left the teaching profession for the private sector. The reasons are always the same: better salaries, working conditions and lately, job security.

Table 10: Rationalisation of Teaching Staff

Years	1981	1988	1990	1996	1997	1998
Staff	49	63	60	36	34	26
Increase / Decrease		+14	-3	-24	-2	-8

Over the years the staff of *Auckland High School* has been radically rationalised (see table above). From the highest of 63 teachers in 1988, the staff has been reduced to 34 in 1997, only to be instructed by the provincial education department in November 1997, that another 8 teachers have to be retrenched in 1998 (Appendix Item 25). From as early as 1993, the following subject teachers were lost to *Auckland High School* through voluntary retrenchments: three Mathematics teachers, three Accountancy teachers, a Home

Economics teacher, two Woodwork teachers, two Geography teachers, three English teachers, a Guidance teacher, a Biblical Studies teacher, two Afrikaans teachers, two Physical Science teachers, a History teacher, a Business Economics teacher and two Physical Training teachers. In addition to the subject expertise lost, the principal and six heads of department also volunteered to retire. All of these teachers were highly qualified (ranging from M.Ed to HDE) and had years of experience (the least being 11 years) at *The School*. In the words of one of the teachers who have taught at *Auckland High School* for years: "The school has lost good teachers, and from the time when they left, the school has deteriorated and will never recover", and in the words of another "Those teachers were the school, they started the school and built it up to the great school it became". An attempt was made to obtain the academic results of the pupils from 1993, when the school started losing teachers, but the school management was not able to supply the data. The reason given by the principal was that the files were misplaced, he is still finding his feet (newly appointed) and for the first time in three years the school has a permanent secretary. The loss of this kind of expertise at any school, would significantly impact on the quality of schooling offered.

4.3.9. Analysis:

Out of a staff of 34, 10 teachers comprise the management structure of the school. The management team is responsible for the administrative work over and above the administrative work of the class-teacher. The policy of the school is that no member of the management team should be a class teacher and their academic workload should be less than that of a class teacher. It is this policy of the school that has generated a lot of conflict between the two groups: management and class-teachers. The latter group feels that the former is being remunerated for the extra administrative tasks and should not be further favoured with less academic work. Because of the conflict around this allocation of workload, there is a tendency of the management team not to be very transparent in the allocation of duties to teachers. This lack of transparency has strained the working relationships at the school and teachers are constantly watching what the other is doing and trying to assess their workload to see who has been favoured. This has also resulted in

many teachers refusing to do additional work or even the expected administrative work. One often hears comments like: *Let them (management) do it. They are paid more and they have more free periods.* This again illustrates the low level of professionalism, commitment and sheer pettiness of the teachers at *Auckland High School*. Teachers openly refused in staff meetings to do the minimum of administrative work. An illustration of this is an incident at the end of the second term where a teacher was on sick leave and everyone refused to complete the administrative work of that teacher. The pupils examinations scripts were not marked, the pupils did not receive their reports and the attendance register was not completed. This unwillingness of teachers to do additional work also jeopardised the appointment of a teacher to co-ordinate the different learning areas, which undermines the functioning of subject departments and inevitably the quality of schooling of the pupil.

One could argue that the rationalisation process of the national education government has contributed to the de-motivation of teachers. However, when teachers lose all sense of accountability to both their students and their principal, and when a principal is unable to offer decisive leadership and effective management, then it is hard to lay the blame purely with the rationalisation process. When a principal is perceived by his staff to carry favour with one group and unfairly reprimand another, he is in effect undermining his own position as leader of the school and is provoking the kind of low level "mutiny" that the principal of *Auckland High School* experienced. In fact, on one occasion when the principal reprimanded a teacher, he was asked why he did not reprimand other more serious offenders. This confrontation almost resulted in a brawl amongst the teachers. This situation, where teaching staff is frustrated and unhappy with their working conditions, seriously limits the quality of schooling a school can offer. In addition to the lack of decisive and effective leadership, there exists no effective appraisal or monitoring system or effective support system for the teachers. The teachers are left to their own devices: good or bad. If the teacher is messing up, there is no one to check, if the teacher is doing good work, there is no one to congratulate or if the teacher is struggling, there is no one to support. The only supportive mechanism is the informal groups. While the informal group on the one hand provides a supportive role to the individual teachers, it plays a divisive role

in terms of the staff relations in general, since the criteria for belonging to these groups are sectarian and exclusive. This sectarianism and exclusivity significantly contribute to the high level of intolerance amongst staff members in general, which result in the strained staff relations that are seen. However, in the absence of support from efficient, managerial and professional structures at the school, teachers are almost forced to associate with one or other group in order to cope with the many complex and diverse demands of the day.

The school has a serious teacher absenteeism and late-coming problem, which also undermines the quality of schooling provided. When a teacher is late or absent, a whole class or set of classes lose out on effective teaching and learning time. This situation is further aggravated when the teachers assigned to supervise an absent teachers class refuses to comply. This results in the pupils being unsupervised. It is often in these unsupervised classes where the pupils are undisciplined, injuries occur, vandalism takes place and pupils run home early. This is a good example of how one facet of quality schooling, viz. teacher late coming or absenteeism, can cause a chain reaction and impact on many other facets of schooling. Even a simple task like not signing the teacher register in the morning, can result in a lot of unnecessary confusion at the school. As mentioned before a lot of the problems at the school are due to the general unprofessionalism, non-commitment and non-accountability of the teachers, the absence of effective leadership and the absence of an effective monitoring system for both teachers and pupils.

There appears to be a link between teacher qualifications and pupil performance. Although pupil performance can be explained in terms of many contributing factors, teacher qualifications is arguably one of the more important factors which have a bearing on pupil performance. What is evident from the Table 9 and Table 20, is that the learning areas or subjects that are taught by the least qualified teachers irrespective of their years of experience, have the highest failure rate. For example, three of the five Mathematics teachers have primary school qualifications and they teach standard 6 and 7 pupils. According to Table 20, 155 out 197 and 96 out of 162 pupils failed Mathematics in Standard 6 and 7 respectively. The Science teacher also has a primary school qualification

and is responsible for the Standard 6 pupils. Again the failure rate is very high (111 out of 197). As noted in earlier sections, it is at these standards that the level of pupil attrition is the greatest. Another reason for this high attrition level could be the inability of the teachers to effectively teach their learning areas. At the other end of the continuum, Table 9 and 20 illustrate that the more qualified teachers are generating better academic results and the pupil attrition is lower. The English and Business Economics departments have the better qualified teachers and academic results. Teacher qualifications can be seen to be one of the important factors needed to provide quality instruction, and *Auckland High School* is unable to provide such quality instruction in the subjects of Science and Mathematics at junior level. This may be another contributing factor to the high attrition rate at this level. It is little wonder that parents decide to send their children elsewhere. Academic success remains parents' most important concern, and is the main criteria for assessing a school's effectiveness. *Auckland High School's* beautiful building and fancy computer room will mean little to parents, if their children are not benefiting in what they perceive to be the fundamentals of schooling, viz. passing the final examinations.

When considering the tense prevailing working relations and general frustrations experienced by the teachers at *Auckland High School*, it is not surprising that many teachers decide to leave the school for greener pastures. Many of the teachers who left the school highlighted the working conditions, personal conflicts, frustrations and intolerance as reasons for leaving. Many continued their teaching careers at other schools. Everyone of the teachers were highly qualified in their respective fields and were generally considered as the "hard workers" at the school. They, however, became despondent and as one teacher stated: *For my own sanity and health, I had to leave that school.* One teacher enjoyed teaching the pupils, and embarked on regular field-trips and generated numerous educational programmes at the school. After five years however, she became frustrated at the incompetence of the management team, the lack of support and the general apathy prevailing amongst teachers at the school. Not only has *Auckland High School* lost many pupils, but it has also lost many of its highly qualified teachers. Most of the teachers who left remained in the teaching profession. Clearly then, it was not the broader and more

general educational issues which inspired them to leave, but the specific domestic issues and frustrations of the school per se. Many took up positions at other schools. Not only is *Auckland High School* unable to keep its pupils, it is also unable to keep its qualified teachers - yet another factor which works towards the erosion of quality at the school.

4.4. School Climate:

The climate or atmosphere at the school is largely determined by the enabling conditions. How the school is managed, the decision-making process, the working conditions and the level of collegiality will significantly impact on the school climate in terms of the teachers and their teaching ability. Consequently, when the teachers are committed, the school is effective and there is a positive working climate at the school. The pupils enjoy a more positive culture of teaching and learning and inevitably a better quality of schooling. The enabling conditions therefore impact on the attitudes of the teachers, the expectations of the pupils, the discipline at the school and the overall student experience.

4.4.1. Organised Academic and Non-Academic Programme:

The deciding factor in determining the curriculum of *Auckland High School*, was not how relevant the curriculum could be in terms of community issues, future employment prospects or further tertiary studies, but in terms of what teachers would be able to teach. Pupils were forced into streams determined by the present and future workforce. If there was no teacher available to teach a particular subject, that subject would be phased out or not offered at all. Teachers were forced to teach subjects for which they were not suitably qualified, for example Mathematics and Science. This would largely explain the high failure rate in these learning areas. The more specialist subjects like Woodwork, Home Economics, Typing, Accounting, Business Economics, Physical Science and Needlework, were scaled down. Furthermore, as the teachers were not suitably qualified to teach the remaining specialist subjects, pupils received an inferior level of education since they were forced to read these subjects at a standard grade level. "Pupils that excelled were not allowed to read subjects on Higher Grade anymore because teachers were not qualified to teach them at these levels" (view of one of the teachers and the principal).

Table 11: Academic and Non-Academic Curriculum

<i>Academic:</i>	Std. 6	Std. 7	Std. 8	Std. 9	Std. 10	1998
Afrikaans	*	*	*	*	*	
English	*	*	*	*	*	
Mathematics	*	*	*	*	*	
Biology/Gen. Science	*	*	*	*	*	
History	*	*	*	*	*	
Geography	*	*	*	*	*	#
Biblical Studies			*	*	*	#
Business Economics	*	*	*	*	*	#
Accounting	*	*	*	*	*	#
Typing		*	*	*	*	#
Physical Science			*	*	*	#
Home Economics	*	*	*	*	*	#
Woodwork	*	*	*	*	*	#
Needlework	*	*	*	*	*	#
<i>Non-Examinable:</i>						
Physical Education	*	*	*	*	*	#
Computer Literacy	*	*	*	*	*	#
Music	*	*	*	*	*	
Religious Instruction	*	*	*	*	*	
Vocational Guidance	*	*	*	*	*	

* offered in 1997, # to be phased out or scaled down in 1998

According to the above table the (*) marks the learning areas that were offered in 1997 to the different standards, the (#) marks the learning areas that could be scaled down or phased out in 1998. The reason offered by *Auckland High School* management is that these learning areas (#) are being taught by temporary teachers and according to the latest circular from the Provincial Education Department all temporary teachers' contracts will not be renewed in 1998 (Moss, Cape Times, 1997).

4.4.2. Extra-mural Programme and Sports Codes:

Like the academic programme had to adapt to the impact of the rationalisation in education, so too was the extra-mural programme affected. For years the school was well-known for its achievements on the non-academic side: drama, athletics, soccer, rugby, netball and various community projects. For the past two years these have been non-existent, largely due to the rationalisation in education which detrimentally affected the morale and commitment of the teachers.

The initial response of those at institutional (school) level is typically emotional. Change is a threat to professional self-esteem. ... As reorganisation proceeds, the loss, the grief, the anger, and the apathy typical of the zone of disruption predominate. Disorientation and low morale are endemic (Duignan, 1992: 130).

At the start of every new year, teachers are asked to volunteer to be involved in a sport code. Teachers often select a sport code which entails the least work or where there is a teacher that will do all the work and they can be “ghost” assistants. They are referred as “ghost” assistants by the committed teachers, as they are not active in the code. Out of a staff of 34 teachers, only 24 volunteered to co-ordinate 9 extra-mural and sport programmes.

Table 12: Extra-Mural and Sport Code Programme

	Girls	Boys	No of Pupils	Functioning	No. of Teachers (inactive)
Soccer		*	24	*	3 (1)
Rugby		*	20	*	2
Netball	*		30	*	2
Volleyball	*	*	14	*	4
Hockey	*		13		1 (1)
Table-tennis		*	4	*	3
Chess		*	3	*	7 (4)
Drama	*	*	34		1
Science Society	*	*	10	*	7 (4)
School Magazine	*	*	28		1 (1)
Total			180 (20% of total enrolment)		

(*) = Yes / Blank Space = No

There is no mechanism in place to monitor the involvement of teachers or the progress of the pupils in the extra-mural programme. The management was unable to indicate which teacher is involved in which code or which code was doing well. On two occasions when neighbouring schools phoned to speak to the convenor of a sport code at *Auckland High School*, the secretary, principal and deputy did not know who the convenor was. The secretary had to go to the staff room and to make enquiries, this led to a debate on who was or who should be the convenor. At the time of the study, only the soccer, volleyball, rugby, table-tennis, netball and chess were functioning, and at varying levels. Not one code could be described to be fully functional, if fully functional means regular practices, a teacher assigned to each team, regular meetings, teams selected on merit, and teachers present when matches are played. Twelve sport codes were observed. At all the matches played in soccer, rugby, volleyball, chess, table-tennis and netball, at least one teacher was present and participated as an official or manager of the team. Only the rugby teams would have training sessions under the guidance of a teacher (coach), however it was not a regular programme. The volleyball and table-tennis boys' team would train at the local community

centre on their own, and the pupils would select their own teams. Despite this non-commitment of some teachers in certain codes, the pupils have excelled in various codes (Appendix Item 21). For example, the senior table tennis player at the school is also the Western province and South African champion for the last two years, the boys' volleyball team is unbeaten and are the Western Province champions, three netball girls and two rugby boys have represented the school at provincial level. Over the last decade *Auckland High School* dominated the athletic arena, but due to finances, logistical problems, teacher shortage and lack of commitment, the school has cancelled athletics for the last two years.

For the same reasons, the Physical Training programme (two periods a week) has also been cancelled. Due to the academic workload of teachers, past rationalisation, lack of sporting equipment and facilities, and the discipline problems, Physical Training has not offered as a subject for the last four years. In 1993 with the first phase of teacher rationalisation, the two qualified Physical Training teachers were retrenched. Since then the Physical Training programme has been an issue of staff debate: who was going to teach Physical Training and if the programme was going to be scrapped with what would it be replaced. At the end of the day the staff decided to continue with the programme and teachers who were not qualified, but willing, volunteered to teach the programme. This proved more problematic than anticipated. As the teachers were not qualified, they had difficulty in keeping the pupils occupied on the fields, and furthermore the teachers' heavy academic workload militated against them preparing innovatively. The school management saw the Physical Training programme as contributing to the chaos and discipline problems at the school. Consequently, from 1996, Physical Training was phased out. Pupils remained in the classrooms and were instructed to keep themselves busy and were not allowed outside. The Physical Training teachers and pupils were openly upset about this. They felt that *Auckland High School's* chaos had been unfairly directed at them. According to them they were doing their work. They felt that it was the other teachers who threw pupils out of their classrooms, teachers who did not go to their classes or absent teachers classes that were not supervised, that actually contributed to the problem. They felt that the management was reacting to the "symptom" and not the "sickness".

4.4.3. Discipline and Code of Conduct

At *Auckland High School*, the principal and two senior deputy principals are in charge of disciplining pupils. As stated by the South African School's Act of 1996 "no person may administer corporal punishment at a school to a learner" and furthermore states that any person found guilty of such an offence is "liable on conviction to a sentence which could be imposed for assault" (Government Gazette, 1996: 10). At *Auckland High School* when a pupil contravenes and has to be disciplined (according to the teacher or school management) then the pupil is taken to the principal's or two deputy principal's office. Here the contravention is discussed, recorded and punishment delivered. In all the "discipline cases" observed, i.e. late-coming, truancy, disruptive behaviour, assault on another pupil, verbal abuse, no homework, disrespect to a teacher or vandalism, the resulting punishment (boy or girl) was caning. The school management is aware that corporal punishment is prohibited and regularly instructs the teachers to the effect, but also argues that "nothing else works and that the parents want them (school) to 'donner' the pupils".

First workshopped in 1994 and then again in 1997, in accordance to Item 8 of the South African Schools Act, *Auckland High School* adopted a code of conduct for the pupils. The class-teachers were instructed to discuss a code of conduct with the pupils for pupils at the school, listing problem areas and ways of addressing them. The pupils were productively involved in the process and many positive points were made (Appendix Item 22). But unfortunately the code of conduct was merely a bureaucratic requirement of the SA Schools Act, and not a working document. This is seen in the case of the continued use of corporal punishment, when in the code of conduct corporal punishment is not a measure of punishment. Measures of punishment listed are detention classes after school, consultations with parents, remedial measures and at worst transfer to another school. The opening mission statement in respect of the code of conduct states that: "In all spheres of life... there need to be rules to ensure that everybody's rights are protected... that no one or any property will be violated" (Appendix Item 22). When pupils were asked about discipline and a code of conduct for pupils, the responses were "we (the pupils) have no say" and

“they (the teachers) want us (the pupils) to respect them, but do they respect us” (Pupils, *Auckland High School*, 1997).

4.4.4. Reward mechanisms:

Auckland High School does have some reward and positive re-enforcement mechanisms, be these irregular and unofficial. At the start of every new year, a prize giving concert is organised at the local assembly hall (Appendix Item 21). At this concert pupils that have excelled academically and in sport, are acknowledged and presented with certificates, awards and trophies. The top pupil in every standard and subject is awarded a certificate. Once a month, at the start and end of a school term, or when the need arises, a general assembly of pupils and teachers is held at the start of the day in the main quad.

Table 13: Number of General Pupil / Teacher Assemblies Observed in 1997

When	Reason	Tone	No of teachers present
Start of term 3	Welcome pupils back, general announcements	Very positive and encouraging to the pupils, positive re-enforcement, pupils that excelled at soccer and volleyball were called out and applauded, matrices were motivated for the final examinations	22 (the rest were still in the administration block chatting to each other about the past school holidays)
three weeks into term 3	Late-coming and Gangsterism	The tone was very disciplinarian and enforcing the rules of the school. The principal attacked the recent assaults of pupils, stealing at the school, vandalism and growing gangsterism at the school and surrounding community. Suspension of offenders were also mentioned and the same promised for others.	11
last week of term 4	Assault and stabbing of a pupil by another	Tone very disciplinarian and principal visibly upset. Rules of school and code of conduct of pupils shouted out to pupils. Two pupils found laughing at the assembly were called out, publicly insulted in front of the other pupils (later sent home).	8
second week into term 4	Matric examinations	Pupils were informed matrices writing their final exams and the special arrangements, pupils also informed when they will be writing their exams. Although the volleyball boys were applauded for winning the provincial title, the tone of the assembly was very disciplinarian.	18

The school does not have an assembly hall. Therefore if it is too windy, cold, hot or raining, assemblies cannot be held. If the weather does not permit a general assembly, then the

pupils are sent to five locations (large classrooms) for decentralised assemblies (if one is urgently needed). Because there is no seating for the pupils at the assembly and it is outside, assemblies are often very short (Appendix Item 23). Assemblies are used to inform pupils of any new developments in education or at the school which pertains to them, as a disciplinary mechanism to address the whole school, general or specific announcements, and to acknowledge outstanding achievements of pupils and teachers at the school or in the broader community.

Four general assemblies of teachers and pupils were observed. In time allocated to discipline issues, announcements or positive re-enforcement of pupils, the former dominated by far. The assemblies always opened with a prayer (in the case of the principal) and followed with discipline issues. Achievement of pupils or positive re-enforcement always came at the end of the assembly and sometimes appeared as an after-thought. Although assemblies must be attended by all pupils and teachers, not one assembly was attended by the entire teaching staff (the most being 22 out of 34, with 2 teachers being absent). Before the assembly the principal would walk to the staff-room to inform teachers that there would be an assembly and that all of them should attend. The school bell would ring twice, indicating to all pupils and teachers that an assembly is to take place in the school quad and everyone should proceed there. The pupils stand in a single line with the teachers of their registered classes. The class-teachers are expected to stand in front of their registered class. In all the assemblies observed, only three teachers stood with their pupils. It was latter learnt that two of the teachers were newly appointed a couple of months ago, and the other has been there for 13 years. Throughout the assembly four teachers would be busy "rounding-up" pupils hiding in classrooms, toilets, behind buildings or coming late to school. On the three occasions when the principal conducted the assemblies, the pupils would come to order immediately or the prayer would bring them to order. When the deputy principal conducted the one assembly, he took 10 minutes to bring the pupils to order and throughout the assembly he was struggling to maintain control. To aggravate matters, there were only four teachers present at the assembly. The assembly was cancelled to the delight of the pupils and the embarrassment of the deputy-principal.

4.4.5. Motivation

Motivation is a very important component of a human being's personality. It is not something out there or confined to one's work. Motivation goes with happiness, satisfaction, contentment and acknowledgement at work, home, sport, etc. The teacher is the delivery agent and central component of the school. A dull, unmotivated teacher may breed a similar attitude among students. How motivated the teacher is, inevitably determines the level of success at the school. An education department or school that neglects the well-being of its largest work force, viz. the teachers, is in effect undermining the quality of schooling of the pupils.

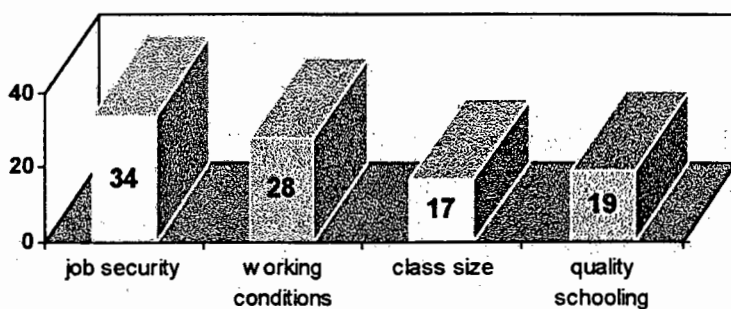
Educational institutions are complex and sensitive organisations. They are as complex and sensitive as the people who take the organisational culture for granted as both important and valuable.... Change not only threatens the previous meanings people give to institutions, it also threatens an individual's confidence in his or her views on work, professional self, and more broadly, valued life [Duignan, 1992: 119].

The internal theories of Freud, Maslow, McGregor and Hertzberg argue that a person develops and is motivated psychologically and physiologically from internal biological essentials, i.e. a more intrinsic form of motivation [Jones & Page, 1987: 12]. The external theories of Thorndike, Watson and Skinner argue that a person's motivation and behaviour is shaped primarily by forces outside him/herself [Jones & Page, 1987: 12]. I tend to support an eclectic use of the two theories, with a stronger emphasis on the latter. I strongly believe that if the surrounding conditions are demotivating, it will be difficult for an individual to be intrinsically motivated.

Many teachers, especially the Economics and Mathematics teachers are leaving for greener pastures in the private sector (See teacher attrition section). In being confronted with new demands, threats and problems, teachers appear to have no one to turn to but themselves for support. Some join unions, group together in organisations or turn to their political parties to address their needs, which the education department and principal find threatening and tend to reject. It was mentioned by the Site-Chairperson of Sadtu at *Auckland High School* that as the working conditions of teachers deteriorated and the rationalisation process escalated,

the membership at the school increased. This has proven, especially at *Auckland High School*, to create division and polarise the staff even more. Now more than ever the teachers' working conditions, wages, teacher-pupil ratios, subject content, subject choice, employment, promotion, development, and hours of work are arbitrarily decided on by unknown persons (Appendix Item 25 a + b). Where democratic consultation is allowed, it had to be fought for with great sacrifices and is still exercised with discontent and superficiality (Appendix Item 13). The teachers at *Auckland High School* were asked what they found demotivating at *Auckland High School* in particular and in education in general. In relation to *Auckland High School*, the common demotivating factors were the surrounding socio-economic conditions, the gangsterism, disruptive behaviour of some pupils, the large class sizes and lack of educational resources. With education in general, all the teachers listed the job insecurity, pupil : teacher ratios, deteriorating working conditions and the undermining of quality schooling.

Fig. 8: Demotivating factors in education



Why, when the teachers at *Auckland High School* were asked if they would leave teaching if they were offered an equivalent position elsewhere, did 21 of the 34 say yes, and 8 were prepared to accept even less? With the present rationalisation program, teaching no longer provides that previous attraction of job security. Over the past months/year, wages have not increased comparatively with inflation or the private sector. Furthermore, taxes have increased, subsidies have decreased and leave privileges curtailed. Because of this lack of job security and stressful working conditions, there have been constant clashes between teachers and the education department, provincially and nationally (Appendix Item 19).

4.4.6. Staff Development:

The work of professionals emerges from an interaction between available professional knowledge and individual client needs... Professionals are assumed to command a body of knowledge enabling them to make informed judgement in response to unique situations and individual client needs. Essential to professionalism is sufficient discretion for professionals to use informed judgement as they practice (Sergiovanni, 1995:250).

However, teaching can also be “described as a lonely profession” (Sergiovanni, 1995: 254). For the seven periods (each 50 minutes long), the teacher is alone in his/her classroom interacting with the pupils. Often during their “free periods”, the teachers at *Auckland High School* would sit alone in their classroom doing administration work. Susan Rosenholtz argued that “in isolated settings, teachers come to believe that they alone are responsible for the running of their classrooms and that to seek advice or assistance from their colleagues constitute an open admission of incompetence” [Sergiovanni, 1995: 255]. This “lack of social interaction deprives teachers of opportunities to help and seek help from others, to give feedback, and to get feedback from others - both essential ingredients in most motivation to work models” (Sergiovanni, 1995: 254). It is in this regard that the role of the principal is crucial in not only motivating the teacher, but providing support through staff development structures. However, at staff briefings and meetings teachers are consistently told by the school management that...

...the teachers have been assigned a classroom, given a key to the classroom, allocated a registered class and are your responsibility for the state of the classroom and the pupils therein (Principal: The School, 1997).

Auckland High School positively enforces staff development. During the course of this study numerous workshops and development programmes were organised on current issues in education and schooling. In relation to the day to day activities the school also encourages staff development. For example, the administrative work is not confined to the senior management staff. Any teacher is encouraged to “buddy” with any of the appointed administrative staff “to learn the ropes”. Whenever a vacancy arises in the senior management staff, a replacement is nominated from the ‘lower ranks’. The school is allowed only five heads of department, but in the interest of staff development and in order

to spread the workload, an additional 3 teachers have been co-opted. As reward their academic workload is reduced, and if possible they are financially compensated.

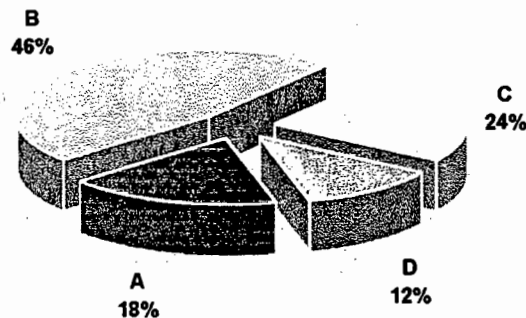
The School has a Seven-Day-Seven-Period timetable cycle, i.e. there are 49 periods of 50 minutes with seven periods per day over seven days. The 49th period is not an academic period for the pupils. The pupils are sent home after the 48th period and the 49th period is used for staff development. On a number of occasions when time was of the essence and the workshop was going to be quite long, the school day would be shortened. On two occasions the staff went to outside venues, just to "break away". All the workshops observed were professionally conducted and the teachers were very involved. The workshops were conducted in a very relaxed atmosphere. The staff development workshops revolved around pupil discipline, Outcomes Based Education, National Education Rationalisation and Redeployment process, Pupil : Teacher ratio, Planning for 1998, Code of Conduct for Teachers, School Mission Statements, School Constitution, Governing Body and Quality Schooling. West and Hopkins acknowledge that there is "sufficient empirical evidence to suggest with confidence that there is a strong connection between teacher development and student achievement" (1996: 18). But as argued by Joyce (1992) a workshop is only productive if the "teachers gain understanding, see demonstrations of the teaching strategy they wish to acquire and have the opportunity to practice them in a non-threatening environment" (Joyce, 1992 in West and Hopkins, 1996: 19).

The workshops observed at *Auckland High School*, even the one on the pupils' code of conduct, were with the teachers, about the teachers and for the teachers. The central idea to most of the workshops was to "motivate" the teachers and to get the teachers working as a team. However, one needs to bear in mind that teaching at a school which was discriminated against in the past and is still suffering under the new government due to the rationalisation process, is extremely stressful to say the least. The motivational level of teachers is at its lowest. At the end of one workshop the staff was surveyed on the success of the workshop. The staff was reserved in their assessment of the workshop. A fair percentage of the staff valued the workshop in that it identified the problem areas, but a few

teachers were not enthusiastic about the workshop since many workshops in the past amounted to nothing. This opinion was raised during the workshop by a group of teachers who wanted to know whether the workshop would result in any action. The management took this comment as a personal attack on their credibility and the subsequent altercation only served to sour the proceedings. In further evaluating the productiveness of the workshop, the following was illustrated.

Fig. 9: Teacher Assessment of the Workshop

- | | |
|---|--|
| A: Marks the start to possible improvement. | B: Waste of time if not carried through. |
| C: Fulfilled its purpose of highlighting the crisis | D: Waste of time, just talk. |



The general sentiments raised after the workshop was that it was a process and not an event, it was a means to an end and it was hoped that the action would follow the discussion. But “if changes in organisational and instructional practices are not followed down to the level of effects on pupils, ... we are essentially investing in staff development rather than in the improvement of pupils’ abilities” (West and Hopkins, 1996:8-9).

4.4.7. Analysis:

In 1988 with a staff of 63 mostly qualified teachers, *Auckland High School* was able to offer a wide range of subjects in its curriculum. But over the years, due to the drop in enrolment, the national education rationalisation process and teacher attrition, the range of subject choices and learning areas had been radically scaled down. The subjects that teachers are able and qualified to teach largely determined the curriculum of the school. The school firstly ascertains which teachers are qualified to teach a learning area, and that learning area is then offered. The school then selects from the number of primary qualified and under-qualified teachers who is capable and willing to teach a learning area for which they are not qualified. At the time of the case study, the school had a shortage of qualified

teachers in the Mathematics, Science, Geography and Practical learning areas. The school has an abundance of qualified teachers in the Languages, Business and History areas. Consequently, the curriculum is loaded in favour of the Languages, Business and History, which cover four of the required eight (junior level) and 6 (senior level) learning areas. As a result, teachers are forced to teach subjects that they are not qualified in.

This results in a situation which only aggravates the stress level and frustration of the teachers, encourages greater teacher absenteeism and demotivation. Consequently, the pupils are exposed to an inferior quality of teaching resulting in lower grades. As was shown earlier, it was the learning areas with the greater percentage of unqualified teachers that were producing the lower academic results. It is therefore not surprising that pupils who have been subjected to such a limited curriculum and exposed to such poor standards of teaching, would transfer to other schools. This is also another explanation for the high attrition rate in the junior classes (Standard 6, 7 and 8). It is at these standard levels that pupils have to make their curriculum choices and decide which academic stream to follow for their senior years (three years). Therefore the limited curriculum being offered by the school and the poorly qualified teachers contribute to the low academic results and pupil attrition, this in turn negatively impacts on pupil enrolment which eventually results in a reduction of staff. It is a vicious circle for *Auckland High School*, which significantly undermines the quality of schooling being offered at the school. However, if the school wishes to address the problem, the school management could start looking at employing more qualified teachers or encourage the under- or unqualified teachers to become qualified in the learning areas where there is a shortage at the school. The staff development programmes should look at addressing the issues that directly affect the quality of schooling, like improving the teaching abilities and professional development of the teachers. The national education department encourages such developments. In 1997, the national education department granted study leave only to teachers who were under- or unqualified. The opportunity was there for the teachers. If *Auckland High School* is serious about improving the quality of schooling at the school and providing a better education for

its students, then they would encourage the under- and un-qualified teachers to improve themselves in the learning areas that are critical for the school.

Because of the shortage of qualified teachers in certain learning areas, the non-academic areas of the school are neglected. Subjects like library, vocational guidance, computer literacy, music, religious instruction and physical education, are often sacrificed. Despite there being highly qualified physical education, library and vocational guidance teachers, these teachers are used in the more “academic” learning areas, like science, geography and mathematics, where there are chronic shortages. In attempting to address the shortage of underqualified teachers in certain learning areas, the school creates another problem in that it limits the schooling experience of the pupil. During these periods the pupils are supervised by any teacher. The library has been locked for the last three years, the pupils get no vocational guidance and the other non-academic subjects are used to do extra academic work or homework. Over the last few years both teachers and pupils have become frustrated with these periods. As a result many teachers do not supervise these periods, and pupils avoid these periods and roam around the school, often leading to ill discipline and low level vandalism.

It is difficult to maintain a reasonable level of order and discipline at a school when teachers lack commitment and generally abdicate their responsibilities. The situation at *Auckland High School* is complicated by the surrounding violent socio-economic conditions. The management staff, whom the teaching staff has declared should take responsibility for the discipline and order at the school, are struggling to do so. On many occasions, especially when there are too many teachers absent and teachers neglect to supervise their classes, the school is closed early. As the principal commented on many occasions: *I am doing it for my own sanity and to avoid a very serious injury to a pupil or teacher*. The breakdown of discipline and order at the school is mainly due to the lack of accountability, commitment and teamwork by the teaching staff in general. *Auckland High School* has reached the stage where no one doing what they should be doing, and everyone is left to their own devices. For the school to demand that the parents and pupils get involved to help at the school, is

again shifting the responsibility. The teachers need to take charge of themselves and realise that they are accountable to their profession, pupils, school and community. The pupils need to see a collective and unified effort on the part of the teachers, especially at general assemblies. A number of teachers are attempting to change the tide, but when the pupils realise that only certain teachers are enforcing the rules and regulations, they eventually ignore these teachers too. *Auckland High School* is failing in its efforts to create a suitable educational environment conducive to learning and study, mainly because of a serious lack of teacher commitment and accountability, which on a variety of levels undermine the quality of schooling at the school.

As a result of their un-professionalism, regular abdication of their responsibilities, not fulfilling their basic duties, not being qualified to teach the learning areas allocated to them and not working as a collective and unified staff on many issues including discipline, the teachers contribute to their own negative working conditions. Having said this, one should not ignore management inability to gain the support, confidence and instil a sense of accountability among staff members, as well as their inability to manage the school efficiently on various levels.

4.5. Teaching and Learning Process / Student Experiences:

One of the most important functions of a school involves the teaching-learning process itself. Parents generally send their children to school to learn the necessary skills that will ensure that they are able to make a positive contribution to society. This is arguably one of the most important purposes of schooling, and it is an area that would for parents and pupils determine the quality of schooling offered at a school. The crisis that *Auckland High School* is currently experiencing with the drop in pupil enrolment, is largely due to problems associated with the teaching and learning process. However, as is the construct of this study, the teaching and learning aspect is but one aspect which impacts on quality schooling. There are many other aspects that impact on the teaching and learning process, viz. contextual factors, supporting inputs, enabling conditions and the school climate. The

analysis of this section will attempt to explain how the other factors impact on the quality of schooling provided at *Auckland High School*.

4.5.1. General teaching and learning atmosphere:

"It is a good day at Auckland High School when there are no pupils running, hiding or sitting outside the classrooms unattended, when there are no teachers absent, no unwelcome outsiders walking around on the school premises, it is quiet and you can see teaching taking place" (my underlining, Principal, *Auckland High School*, 1997).

In the above statement the principal implicitly identifies five indicators of quality schooling at *Auckland High School*, viz.: pupil behaviour, number of teachers absent, number of unwelcome outsiders, quietness and classroom teaching. The table below illustrates the number of pupils observed outside the classrooms during teaching and learning time over a period of three days.

Table 14: Number of Pupils Outside the Classroom during learning time.

	Day 1	Day 2	Day 3
Number of pupils	156	48	320
Number of Teachers Absent	4	3	6
Number teachers who did not do supervision	7	1	19

There appeared to be a positive correlation between the number of pupils outside the classes and the number of teachers absent or teachers not supervising absent teachers classes. The number of pupils outside the classroom also appears to increase after the first break (interval) for pupils. It was observed that during break pupils go to the administration building and check the teachers' notice board to see which teachers are absent on that day. On that basis pupils decide whether they should go to an absent teacher's classroom to be supervised. Besides the teacher absentee factor, it was also recorded that pupils were put out because they did not complete homework, they were absent without a valid reason, they were regularly guilty of truancy or for disruptive behaviour. Some pupils have only been in certain teacher's classes for a couple of days of the year, and it was already nine months into the academic year. This was the case of nine Standard 7 pupils who were eventually "caught by the principal for truancy". Two of the boys were put out of three teachers' classes for chronic disruptive behaviour. They decided not to attend classes for the rest of

the year for all their teachers, except two. They were later joined by other chronic bunkers, and together were responsible for a number of offences at and outside *Auckland High School*. Asked why they attended the two teachers' lessons, they said that they enjoyed the lessons and that the teachers were strict and did not tolerate any nonsense. This supports an earlier argument that a lot of discipline problems like truancy, especially at the junior levels, can be attributed to the lack of quality and lack of commitment of the teachers in general. The table below further illustrates that the greater number of pupils playing truant are at the junior levels (Standard 6 and 7).

Table 15: Number of Pupils Guilty of Truancy

	Day 1	Day 2	Day 3
Standard 6b: Pupils playing truant.	4	7	9
Standard 7b: Pupils playing truant.	7	7	9
Standard 9a: Pupils playing truant.	4	3	2

In an attempt to address the problem of pupil truancy, *Auckland High School* instructed the Student Representative Council members in each class to record the number and names of pupils absent per day and truancy each period. The class-teachers were then instructed to discipline the offenders the next day. At the time of the study, six months after the programme was introduced, pupils in most of the classes were still involved in the programme. However, a number of teachers had abandoned the follow-up work. Some of the reasons offered by the teachers were that it took too much time, the administration period was too short, the punitive measures (caning) implemented by the school was illegal and the parents did not respond to the letters sent to them. In cases where teachers persisted with the programme, the teachers noticed a drastic decline in pupil truancy and pupils staying unnecessarily absent.

4.5.2. Pupil Late-Coming:

The school bell is supposed to ring twice in the morning for the start of the school day. The first at 08h 10 is for the pupils to line up in front of their registered class-teacher's classroom. The second bell rings at 08h 15, which signals the start of the first lesson/period

which is the administration period. The administration period is 10 minutes long, and during this period the class-teacher takes roll call, inform pupils of the day's procedures, and check on the past absentees and bunkers. The first academic lesson starts at 08h 25. Over a period of a week (five days from Monday to Friday) the following table illustrates the number and frequency of pupils coming late to school.

Table 16: Number of Pupils Coming Late to School

Day	Front Gate	Back Gate	Day	Front Gate	Back Gate
<u>Monday:</u> 8.10-8.15	26	99	<u>Wednesday:</u> 8.10-8.15	30	85
8.15-8.30	54	171	8.15-8.30	81	135
+8.30	10	7	+8.30	3	10
Total	90	277	Total	114	230
<u>Tuesday:</u> 8.10-8.15	35	165	<u>Thursday:</u> 8.10-8.15	31	55
8.15-8.30	63	140	8.15-8.30	90	184
+8.30	5	26	+8.30		20
Total	103	331	Total	121	259
<u>Friday:</u> 8.10-8.15	43	70			
8.15-8.30	77	142			
+8.30	13	30			
Total	123	242			

The bulk of the late comers arrive between 08h 15 and 08h 30. This had various repercussions for the quality of schooling that these late-comers will be receiving. If the late-comers do proceed to their registered class-teachers (in most cases they do not, rather proceed to next period's teacher), their late-coming is disruptive. Either way they would have lost out on the administrative period and the school's reporting for that day would not have reached these pupils. For those pupils arriving at 08h 30 and later, they would have missed the first few minutes of the academic periods.

4.5.3. Pupil Absenteeism:

If a pupil is not present, the pupil forfeits his/her opportunity to participate and engage in the learning and teaching process. At *Auckland High School* the class-teachers and appointed pupil monitors of each class record the number of pupils on a daily basis. At the end of the week these recordings are entered into the official school register for pupils and submitted to the office to be entered into the pupil absentee register for the school. From these official pupil absentee registers, over a period of 8 days, the following was observed.

Table 17: Number of Pupils Absent over a Period of 8 Days

Std.	6a	6b	6c	6d	6e	6f	Total (%)
Absent	116	79	126	37	77	57	492 (33.1%)
Present	218	256	234	242	243	293	1486
Std.	7a	7b	7c	7d	7e	7f	
Absent	99	134	62	62	54	127	538 (37.1%)
Present	204	224	314	186	258	263	1449
Std.	8a	8b	8c	8d	8e		
Absent	54	25	24	37	N/A.		140 (17.5%)
Present	234	135	225	205	N/A.		799
Std.	9a	9b	9c				
Absent	34	34	33				101 (21%)
Present	166	83	231				480
Std.	10a	10b	10c	10d			
Absent	11	40	45	67			163 (29.4%)
Present	149	123	155	127			554

N/A = not available (see below)

According to the table *Auckland High School* has a chronic absentee rate amongst pupils. The lowest percentage of pupils absent (17.5%) over the 8 days was recorded with the Standard 8 pupils. However, it needs to be noted that there are no recordings of the Standard 8E pupils. According to the school management this teacher has not handed in a pupil absentee register for the last two terms. It was also mentioned that the most problematic pupils in terms of chronic truancy, absenteeism and disruptive behaviour is found in this class. The absenteeism appears to be more chronic at the lower standards. This could be contributed to *Auckland High School's* policy of prioritising the needs of the matrices (Standard 10's) over the lower standards, and also that the number of pupils per class at the lower standards (average teacher : pupil ratio of 1 : 40) are far greater than that at the higher standards (average teacher : pupil ratio of 1 : 20).

4.5.4. Classroom atmosphere and management

Of the 43 classrooms at *Auckland High School*, 38 were used as home rooms for classes or subject teaching locations and 5 were empty. Despite the upgrading of the school infrastructure in general and the classrooms in particular, there were still a number of limitations noted in the classrooms. The following table reflects the short-comings of these teaching rooms which could impact on the quality of schooling being provided.

Table 18: Positive Atmosphere Of Teaching And Learning In The Classroom

	Item	Rooms	comment
1.	Damaged chalkboard	3	
2.	No dusters	15	
3.	No dirt bins	3	
4.	Graffiti on walls, cupboards or ceilings	37	Mostly on the cupboards, noticeboards and a few ceilings.
5.	No or damaged pegboards	14	2 classrooms have no pegboards, in 3 rooms there are loose pegboards, the rest have mostly holes in them
6.	Subject pictures or pupils' projects on the pegboards or walls promoting the subject or creating a positive atmosphere of learning	14	
7.	General pictures	16	
8.	Number of OHP and screens being used by teachers.	11	The majority of teachers displayed a desire for an OHP and were not aware of the 5 in rm. 21
9.	Desks, stools + tables shortage	176	Mostly stools in the labs and home economics rooms & a few tables.
10.	Textbooks		There is not one subject where every pupil has a textbook. The teacher keeps a set. In 5 cases, even the teacher does not have a set. The geography teachers have a serious problem with the shortage of maps.
11.	No door locks or handles	6	Faulty locks
12.	No cupboards, locks or handles	20	Almost every room's cupboards have no handles or locks, and 2 rooms are without any cupboards
13.	State of machinery for practical subjects		24 sewing machines have been broken for the past 2 years. All the stoves were faulty.
14.	Physical Training equipment		Broken springboard, a horse, 4 balance benches, 6 mats. Sport codes well equipped
15.	Music equipment		Non existent
16.	Library usage and condition		Well-stocked, but under-utilised.

From the survey of the classrooms it was noted that only 14 of the 38 classrooms displayed some pictures on the walls to create a positive atmosphere of teaching and learning. But it was also observed that 16 classrooms had no peg boards to put pictures on. This was however undermined by the fact that 37 of the 38 classrooms had some form of graffiti on the walls, ceilings or cupboards. Furthermore, 3 of the classrooms had damaged chalkboards. It is the view of Ndawi that traditionally trained teachers are trained for the ideal conditions of plenty, and struggle when they are faced with the reality of textbook shortages, overcrowded classrooms, dilapidated schools, discipline problems and low morale of colleagues (1990:125). According to the pupils, a classroom with a positive learning environment is more conducive to learning.

"It is really nice being in Mss.X's classroom. The walls are decorated with a lot of English pictures. Whenever we complete a poem, she would paste it on the notice board with our interpretations. There are also charts about certain grammatical rules and language usage. Wherever you look, you see English. Even if you are not following the lesson, you are taking in something about English. Her room has always been so nice, and you (as a pupil) will not dirty it, because it is so nice"

"Mr.Y's classroom is now filthy. I wonder if his house is so messed up. He teaches us Geography, but there are no pictures of other countries on the walls or about the universe or stars. There is a lot of graffiti on the walls and on the desks. Sometimes when you have nothing to do you also add your graffiti to the others, because it is already there. He is not as strict about the pupils keeping the room clean. At Mr.Z's classroom, the pupils must pick up all the papers on the floor before they leave the room." (Pupils: Auckland High School, 1997).

It is the policy of the principal, the pupils and the care-takers of *Auckland High School* that the teachers are responsible for the state of their rooms. Each teacher is allocated a classroom and some of the teachers had their own classrooms for years. They are given a key to the room and is responsible for unlocking and locking the room. The caretaker also has a key in order to open the room when the teacher is absent and to clean it at the end of the day. The teacher is therefore solely responsible for the state and management of the classroom. From as far back as 1990, the principal, subject heads of department (when there were subject heads of department) and subject advisors never visited a teacher's classroom to inspect or to monitor the teaching of the teacher. According to the interviewed teachers, it is this development which has contributed to the perceived drop in quality of teaching and learning, and the poor state of classrooms.

4.5.5. Classroom Teaching and Learning:

The essence and purpose of education and schooling is not only for the acquisition of knowledge and skills, but also to build character, morality, uprightness and integrity. As stated by Cuban on the moral and technical images in teaching and administering a school:

"The technical image contains values that prize accumulated knowledge, efficiency, orderliness, productivity, and social usefulness; the moral image, while not disregarding such values, prizes values directed at moulding character, shaping attitudes, and producing a virtuous, thoughtful person" [Cuban, 1988].

However, the teaching and learning process itself, which largely concentrates on the cognitive development of the learner, is one which, in the context of the school as a formal educational institution, is just as important. A recent research study has highlighted the important role that an interactive, collaborative pedagogy plays in the cognitive development of the learner (Maged, 1997). The active participation of the learner in the learning process as well as the utilisation of the learner's prior knowledge have been found to be crucial in the cognitive development, and a chalk-and-talk transmission style of teaching where the empty-headed learner passively receives knowledge from the all-knowing teacher has been described as outdated and has been seriously questioned and critiqued (Maged, 1997).

The table below is a description, albeit a simplified one, of the apparent pedagogy of a few teachers at *Auckland High School*. Most of the teachers observed appear to be caught in the old transmission style of teaching. Only a few allow for pupil interaction and action. When the qualifications of the observed teachers was checked, it was found that it was most of the underqualified teachers (those with primary school qualifications) that were engaging in the transmission style teaching (Table 17: Teacher 7 and 9). Furthermore, it was also noted that the few teachers that allowed for pupil interaction and used the prior knowledge of the pupils, were all very highly qualified (Table 17: Teacher 1, 6 and 8). Filp (1995) identified minimal time on work in the classroom, lack of instructional materials, not incorporating the prior knowledge and experiences of the pupils into lessons and pedagogical teaching style of the teacher which limits the interaction between teacher and pupils, as crucial factors that could affect the quality of education for schools located in socio-economically deprived communities.

Table 19: Observations of Classroom teaching and Learning

Teacher:	Teacher 1	Teacher 2	Teacher 3	Teacher 4
Standard	9a	9a	10b	10a
Subject:	English	Afrikaans	Mathematics	Physics
Qualifications:	M.Ed.	PTD	B.Ed	HDE
Experience:	15	32	13	2
Rank:	deputy-principal	ex-principal	HOD	teacher
Teacher Receiving the pupils:	yes	no	yes	yes
Form Lines	yes	no	yes	yes
Greet	yes	yes	yes	yes
Arrangement of Desks	groups of 4	6 single rows	6 single rows	laboratory tables
Teacher talking	question and answers 10 - 15 minutes	whole period	5 minutes	whole period

Teaching aids.	worksheet	none	none	chalkboard
Pupils able to follow explanation:	answer questions orally. Very easy work as the content was simplified and relevant to pupil's experience	teacher spoke about his personal domestics	no lesson as there were too many pupils absent	difficult, seemed lost, some completely withdrawn from lesson, looking out of the window, privately drawing
Pupil interaction	all the time	only those involved in his conversation	talk amongst each other	none
Teacher remain in classroom?	No, left halfway through and never came back.	Yes	Yes	yes
Teacher take register of pupils?	Yes	no	Yes	no

Teacher:	Teacher 5	Teacher 6	Teacher 7	Teacher 8
Standard	10b	10b	10a	6c
Subject:	Biology	Guidance / English	Biology	Computer Literacy
Qualifications:	PTD	B.Ed	PTD	M.Ed
Experience:	13	7	16	11
Rank:	teacher	teacher	deputy principal	HOD
Teacher Receiving the pupils:	yes	yes	no busy other pupils	yes
Form Lines	yes	yes	yes	yes
Greet	yes	yes	no	yes
Arrangement of Desks	laboratory tables	groups of 4 desks	laboratory tables	computer laboratory
Teacher talking	whole the period	start of lesson and little bit during lesson	whole period	first ten minutes
Teaching aids.	chalkboard	chalkboard, worksheets and poetry books	chalkboard	computers and OHP
Pupils able to follow explanation:	yes, constantly ask if they understand, very dynamic and ask questions	yes, work made relevant to pupils own experiences, pupils give their different interpretations.	teacher lectured, need to make for 3 days that he was absent	guide by lessons on the screen, teacher explain individually to those struggling.
Pupil interaction	question and answering	yes, discussions and debating	none wrote notes	during one-one with teacher
Teacher remain in classroom?	Whole period	yes	yes	3 times to do photocopying
Teacher take register of pupils?	Yes, send previous bunkers to office	yes, absentees must present letters.	no	no

Teacher:	Teacher 9	Teacher 10	Teacher 11	Teacher 8
Standard	10d	9a	8b	6a
Subject:	Geography	Accounting	Physical Education	Geography
Qualifications:	PTD	STD	STD	M.Ed.
Experience:	16	5	8	11
Rank:	HOD	teacher	teacher	HOD
Teacher Receiving the pupils:	no, refuses to work down stairs to meet pupils	no sitting inside the classroom	no teacher was late	yes
Form Lines	yes	no, classroom upstairs, teacher refuses to come down	no, she went straight in and we followed	yes
Greet	yes	yes	yes	yes
Arrangement of Desks	6 single rows	6 single rows	6 single rows	groups of 4
Teacher talking	whole period lectures, ask questions but answers them herself	half the period	told to keep busy with anything	first 10 - 15 minutes introduction and what is expected of pupils.
Teaching aids.	chalkboard and textbooks	chalkboard and worksheets	none	chalkboard, OHP, maps, worksheets
Pupils able to follow explanation:	not sure, no interaction	not at first, not everything. Not asked any questions or if we understand	no lesson	yes, collaborative learning, use pupils' prior knowledge and day to day experiences
Pupil interaction	none, some pupils sleeping	no	no lesson	peer-and-teacher interaction, discussions, debates, question and answers
Teacher remain in classroom?	Yes	yes	no, left after 15 minutes, did not return	yes
Teacher take register of pupils?	No	no, small class	no	yes

4.5.6. Analysis:

If then the main objective of schooling is the holistic development of the learner, i.e. the development of cognitive skills, critical thinking skills, social skills, life skills, creativity

and emotional maturity, then it stands to reason that a quality school is one which contributes to such a holistic development. Most of the pupil's learning experience takes place within the confines of a teacher's classroom. Therefore the quality of schooling experienced by a pupil will be largely determined by the quality of teaching provided in the classroom and by the teacher. It is reasonable to argue that more than the principal, the education department, the surrounding socio-economic conditions or the parents, the classroom and the teacher have a greater impact on the learning experience of the pupil. Consequently greater responsibility should be attributed to the teacher for the quality of schooling offered. The supporting inputs, enabling conditions and school climate all serve to complement and facilitate this responsibility.

It is the policy of the school to allocate classrooms to the teachers and the teachers are solely responsible for the management of the classroom. If a classroom does not exhibit a positive learning atmosphere, if a pupil is injured in a classroom or if pupils are not engaged in learning tasks, then teacher of that classroom should be held accountable. At *Auckland High School* 24 of the 38 classrooms used as teaching rooms do not exhibit a positive learning atmosphere. These classrooms do not suggest any sign of the learning area being taught in these rooms. There are no pictures on the walls and it is obvious that the teacher takes no pride in the room. In a few classrooms there are pictures on the walls specific to the learning area being taught in the classroom, the classroom is decorated with all kinds of positive learning aids to motivate both teacher and pupils and some teachers even paint their classrooms with bright, warm colours to promote a more positive atmosphere of teaching and learning. These are the classrooms that the pupils appreciate and which enhance the quality of schooling at *Auckland High School*. Another responsibility of the teacher is to take note of which pupils are absent and which pupils are guilty of truancy. The teacher is expected to take roll call at the start of each lesson, record who is absent, follow up the absentees and report the chronic absentees to the principal.

Clearly, the quality of schooling is largely determined by the commitment and abilities of the teaching staff. If the teachers abdicate their responsibilities, do not or are not capable of

fulfilling their basic duties, then the quality of schooling is seriously undermined. Again the case study of *Auckland High School* shows that there are only a few committed teachers and these are the teachers that are being appreciated and supported by the pupils. The study also shows that the more qualified teachers are the ones who show confidence in their teaching ability and commitment to their profession. The qualified teachers generally engage the pupils in the teaching-learning process and achieve greater success with the pupils rather than less qualified teachers who are still utilising the more conservative transmission teaching methodology. While it should be clear to the management of *Auckland High School* that the quality of the teaching staff significantly impacts on the quality of schooling offered at the school, management makes no attempt to encourage teachers to qualify themselves accordingly nor do they arrange support for teachers who are not teaching subjects that they are not qualified in. The principal and his management team can do much to remedy the situation at the school, but they do not display the sincere will nor expertise to do this.

4.6. Student Outcomes and Achievements:

Pupils, teachers, parents and the educational department largely evaluate the success and quality of a school in terms of the pupil achievements and academic results. The pupil assess himself / herself in terms of the academic report at the end of an examinations. The academic report is (and should be) used by the teacher to assess his / her teaching ability. Collectively the academic results of all the pupils are a fair reflection of the quality of schooling being offered at a particular school. But as this case study has thematically illustrated that to assess the quality of schooling in terms of only one facet of schooling would be inconclusive. This case study has illustrated that there are various other factors and conditions that influence the student outcomes and achievements.

4.6.1. Academic Results:

West and Hopkins value the data on student achievement in so far as it is “useful to individual teachers seeking to monitor the progress of individual students” (1996: 16). At *Auckland High School*, much emphasis is placed on the matric results. Schools are often

rated according to their matric results as opposed to the overall schooling offered or even the other grade results. *Auckland High School* planning is organised around the needs of the matric teachers and pupils. This is reflected in the words of the principal of the school: "A school is only as good as the previous years matric results."

From the tables below, the concentration of failures in all the standards appear to be greater in the Mathematics and Science learning areas. This is not surprising, if one takes in consideration that it is in these learning areas that there has been the greatest number of qualified teacher attrition and the remaining teachers essentially have primary school qualifications (See section 4.4.2). In the lower standards (6 and 7) the truancy of pupils, absenteeism and teacher : pupil ratios appear to be greater than in the higher standards (8, 9 and 10). Consequently, it is logical that the higher rate (as reflected in the table below) of pupil failures would be at these lower standards. Filp illustrates that student failure in poor communities has many causes; for example: inadequate teacher training, inability of supervisors (circuit managers) to fulfil their pedagogical role, an appropriate curriculum for the cultural reality of the poor children and a lack of even minimal facilities in the classroom and the school.

Table 20: Number of Pupils Pass / Fail per Subject / Standard in 1997

	Standard 6			Standard 7		
	Total	Pass	Fail	Total	Pass	Fail
Afrikaans	197	185	12	162	141	21
English	197	186	11	162	136	28
Mathematics	197	42	155	162	66	96
Biology/Science	197	86	111	162	75	87
History	197	137	60	135	87	48
Geography	197	137	60	96	78	18
Biblical Studies						
Business Economics				64	47	17
Accounting	166	116	50	176	125	51
Typing				20	18	2
Physical Science						
Home Economics	47	41	6	15	15	0
Woodwork	94	87	7	23	14	9
Needlework	86	69	17	18	16	2

	Standard 8			Standard 9		
	Total	Pass	Fail	Total	Pass	Fail
Afrikaans	118	116	2	94	94	0
English	118	118	0	94	94	0
Mathematics	80	43	37	70	24	46
Biology/Science	80	52	28	74	47	27
History	47	24	23	14	9	5

Geography	22	19	3	45	45	0
Biblical Studies	38	36	2	23	22	1
Business Economics	24	22	2	37	36	1
Accounting	57	48	9	23	10	13
Typing	14	14	0	20	19	1
Physical Science	33	26	7	16	28	12
Home Economics	27	24	3	9	9	0
Woodwork	22	20	2	15	15	0
Needlework	29	28	1	6	6	0

Standard 10

	Total	Pass	Fail
Afrikaans	94	94	0
English	94	94	0
Mathematics	25	19	6
Biology/Science	72	64	8
History	43	28	15
Geography	48	47	1
Biblical Studies	67	65	2
Business Economics	36	34	2
Accounting	24	24	3
Typing	15	13	2
Physical Science	8	8	0
Home Economics	10	10	0
Woodwork	11	11	0
Needlework	16	16	0

The achievement of pupils is one clear indicator of the quality of schooling offered. This pressure on schools to “deliver” at matric level can be detrimental to the overall effectiveness of the school, as Sergiovanni states “what gets rewarded gets done”. (Sergiovanni, 1992). However, schools are not forced to follow this route, but in order to ensure a constant enrolment and be “seen” as a good school, they feel that they have to. The emphasis on matric results, which is only one of the many indicators of an effective school, is used to market the school as an “effective” school. The pupil achievements at matric level are often unfairly exploited by the political parties to “gain points” for success and to criticise opposition parties’ failures.

4.6.2. Analysis:

The academic report merely states the symbols or results obtained by each pupil in each subject, but not how the pupil can improve his / her grades. Nor is there a consultation meeting with the parent to discuss the grades or development of the pupil. The examination scripts are not given back to the pupils. There is no constructive feedback to the pupils or

parents on the pupils' development, how to improve their grades or what their shortcomings are.

Out of a possible 1375 and 1195 passes for Standard 6 and 7, an average of 31% and 31.7% failed respectively, as opposed to an average of 6.9% in Standard 10 (See Table 20). It should also be noted that the rate of attrition (21.4% and 21%) and absenteeism (33.1% and 37.1%) is fairly high at Standard 6 and 7 respectively (See Table 4 and 17). The case study has highlighted that the academic results are the worst in the junior standards (Standard 6 and 7). As stated earlier, it is at these standards that a greater percentage of underqualified teachers are teaching. It is at these standards too that the class sizes are the largest and that there are a greater percentage of discipline problems. Therefore if one considers all these factors together (high rate of absenteeism, truancy, discipline problems, underqualified teachers, less committed teachers and large class sizes) in conjunction with an ineffective management team, polarised teaching staff and negative teaching environment, then there is little wonder that the academic results of these standards are poor.

4.7. Quality Schooling: An Overview of *Auckland High School*

After reviewing a number of research studies on what constitutes quality and the measurement thereof at schools, Govinda and Vargese conclude that "there is no consensus among educationists as to what constitutes quality... (however) it is generally agreed that the quality of education can be more objectively and concretely seen in terms of the quality of ... (the) schools" (Govinda & Vargese, 1993: 5).

Through the structured questionnaires (Appendix Items 1, 2 and 3) which was submitted to the pupils, parents and teachers of *Auckland High School*, an attempt was made to assess what the pupils (18), parents (16) and teachers (34) understood by quality schooling per se, as well as their impressions about the quality of schooling offered at *Auckland High School*. The table below summarises some of their impressions.

Table 21: Quality Schooling at *Auckland High School*

	Question	18 Pupils	16 Parents	34 Teachers
1.	<i>What do you understand by "quality schooling"?</i>	Getting the best (academic) results. You are ready to go and work or study. Have all the facilities and resources. Best sportsfields, swimming pool, assembly hall, lot of computers, cafeteria, no graffiti, no gangsters and happy children.	Pupils doing well at school. A safe school. No gangsters. Teachers are very friendly. Less pupils in the classrooms. Nice classrooms. Beautiful school.	Balanced schooling. Holistic approach (cognitive, emotional and physical) to prepare the pupil for employment and usefulness in community. Striving after realistic standards and sticking to them within the limitations set by surrounding socio-economic conditions, staffing and school facilities
2.	<i>What would you consider to be "good" indicators of quality schooling at an educational institution?</i>	Examination results. Doing well in sports. Clean toilets and classrooms. No broken windows.	All the pupils passing and doing well in the examinations. No gangsters and fighting at the school. Beautiful school with a lot of facilities and resources. You know what is happening at the school. Your children like the school.	Academic results, school facilities, dedicated and committed teachers, parent-community involvement, links between parents and teachers, pupil discipline and involvement, pupil achievements outside and as result of school, school infrastructure and resources, teacher and teacher punctuality, extra-mural programme, school management, and limited disruptions to learning time.
3.	<i>What do you think of the quality of schooling provided by Auckland High School.</i>	Teachers are trying their best, teachers make time for pupils to prepare them for the examinations, a lot of extra-mural programmes,	Academic results are good. Teachers are caring and hardworking. Teachers and principal doing their best under the trying conditions. Parents are involved in the decision-making at the school. Community school.	Teachers are restricted by negative external factors. Room for a lot of improvement all round. Not what we would like it to be. Making the best of limited resources. Shortcomings borne out of lack of resources, demotivated and underachieving pupils and disinterested parents.
4.	<i>What should be done to improve the quality of schooling</i>	Pupils are not allowed to get involve in decision-making. Get rid of gangs on the school. More extra-mural programmes. Get pupils involved in running of school. Teachers need to involve pupils and parents in the running of the school.	Parents should attend functions and pay school fees. Educate the pupils about real issues, e.g. child pregnancy.	All the stake-holders need to fulfil their obligations. Need to address socio-economic problems in surrounding area and general discipline at school. Improve the infrastructure of the school. Set achievable goals. Teamwork and consistency.
5.	<i>Who is in the best position to improve the quality of schooling?</i>	Pupils can help, pupils need to take school seriously, pupils know what is happening in the classes, schooling is about pupils, parents must get involve,	Parents can financially support the school. Parents can assist in disciplining and supporting pupils at the school.	Parents, pupils and teachers. Everyone agreed on the above, but differed on whether the teachers or parents should greater responsibility.
6.	<i>What are the obstacles which are undermining the quality of schooling at your school?</i>	Gangsterism, lack of facilities, some teachers very rude to pupils, bunking, disruptive pupil behaviour, poor dress code of pupils, vandalism, lack of parent involvement.	Lot of pupils bunking. Drug abuse at the school. Undisciplined pupils. Lack of pupil involvement. Too little teachers. Surrounding socio-economic area. Gangsterism. Lack of facilities. Some teachers are very rude and do not how to communicate respectfully to pupils. Finances.	Lack of resources, gangsterism, bunking and absenteeism, inexperienced governing body, intimidation from outsiders, lack of teaching and learning aids, limited staff development, apathy of majority parents in the school and pupils, limited finances, surrounding negative socio-economic conditions, dictatorial education department, primary schools not adequately preparing pupils for secondary school, inadequate planning and inconsistency of school management, infrequent assemblies, disrepair of teaching aids,

From the above table, there appears to be similarities as well as disparities in the interpretation of what constitutes quality schooling on the one hand and the quality of schooling of *Auckland High School*, on the other hand. The pupils and parents associate quality schooling with academic results, school infrastructure and socio-economic conditions. The teachers define quality schooling with the teaching and learning experience of the pupil in relation to the internal capabilities (facilities and staffing) and external factors (surrounding socio-economic conditions). Schmelkes argue that the definition of quality can be problematic, and to assess the quality of schooling with "years of schooling" or "academic achievement of the pupil independently of pre-school background, community

context, ... out-school factors” would be an inadequate assessment to say the least (1996: 11).

Throughout the responses from all the respondents (pupils, parents and teachers) on all the questions, i.e. defining quality schooling, assessing the quality schooling of *Auckland High School*, obstacles to quality schooling and how quality schooling can be improved; the impact of the surrounding socio-economic conditions on the quality of schooling was prominent. In addition to this all the respondents, even the parents themselves, acknowledge a lack of involvement of the parents. Parent involvement and support is demanded in the areas of finance (school fees), assisting with discipline and decision-making. In suggesting that the “parents need to be educated” the pupils are aware of their parents’ short-comings, but still value their input. However, the different stakeholders conclude that no one group is responsible for the quality of schooling, but that the pupils, parents, teachers and educational department should work collectively to improve the quality of schooling at *Auckland High School*. What is evident from the responses of the pupils, parents and teachers, is that quality schooling cannot be attributed to one factor alone. There are numerous indicators of quality schooling which are interdependent.

In analysing the response closely, one can easily detect that underlining problem of *Auckland High School*. The pupils and parents subtly state that the teachers “are doing their best under the trying conditions”. Implying that they are not all together happy with the quality of teaching that is offered. This point is further substantiated by the analysing the responses of the teachers themselves about the quality of schooling. The teachers consider “committed and dedicated” teachers as a good indicator of quality schooling. When asked what they (teachers) think about the quality of schooling at *Auckland High School*, not one acknowledged the problems with teachers, the under-qualified teachers, the abdicating of responsibilities or the unprofessionalism. They rather list the socio-economic conditions, the management, the parents, the pupils and the limited resources. However, some recommend better staff development and teamwork to improve the quality of schooling.

The case study has clearly illustrated that many facets of the schooling process at *Auckland High School*, viz. the lack of commitment, abdication of responsibilities, unprofessionalism, and under-qualified and demotivated teachers, are negatively impacting on the quality of schooling. I feel that all the stakeholders, even the teachers themselves, are aware that the teaching staff is the root of all the problems at the school. What *Auckland High School* needs in order to redress their problems and improve the quality of schooling is seek assistance from an outside source that has no personal contact with the school except the interest of education at heart. They could approach the provincial education department, but to do this they need to admit that they are in trouble, acknowledge their shortcomings and want to change for the better.

Central to the teaching and learning process is the pupil. The pupil, who is an integral part of the teaching process, exposed to the different teaching styles of a number of teachers, spends years at the school, experiences the schooling process and has to assess the acquired learning in relation to future employment or higher learning prospects, is in the ideal position to reflect on the quality of schooling. Greater insight about the quality of schooling at *Auckland High School* was gained from the interviews, observations and questionnaires involving the pupils. The table below reflects the frequency of pupil responses to specific questions (Appendix Item 1) around the positive climate of learning in the classrooms, parental involvement, school environment and extra-curricular programme.

Table 22: Frequency of Pupil Responses to Questions in the Questionnaire.

	Question / Indicator	Yes	Sometimes	Never
	CLASSROOM: Positive Climate For Learning			
1	Teachers demonstrate that they care about pupils by treating them with consideration and respect.		18	
5	Teachers regularly verbally praise pupils for their achievements or successful work completed.	2	13	3
8	Teachers regularly apply what is learnt in the classroom to real life situations.	1	16	1
9	Teachers encourage pupils to ask questions, to make an input in the lesson and to share their own [pupil's] experiences in the lesson.	6	12	
11	Teachers do not throw-out pupils from the classroom unnecessarily and for too long which will enable them to catch up with work lost.	5	12	
12	Teachers do not demean, insult or use foul language to and around the pupils.	1	17	
16	Teachers recognise that all pupils do not understand and grasp the work the same, and adapt the lesson to the needs of every pupil.	1	14	3
17	The classrooms are welcoming, warm, promote the subject being taught and generate a positive atmosphere of teaching and learning e.g. subject specific pictures on the walls, clean walls, clean floors, neatly arranged desks, lights working, etc.		13	5
19	Teachers are always well prepared for their lessons.	7	11	
22	Teachers provide extra learning time outside of regular school hours for students who need or want it.	3	8	7
23	Teachers regularly check if pupils understand the work, before proceeding to new work.	6	10	

24	Teachers provide immediate feedback to questions, assignments or tests.	2	13	2
	PARENT INVOLVEMENT IN INSTRUCTION			
1	The School provides your parents with information, guidance and techniques to help you do extra learning and studying at home e.g. training sessions, handbooks, newsletters, etc.	2	5	10
3	Did the school/principal/teacher of the School ever phone you or visit you at home concerning your school performance?			17
4	Did the School [principal or teachers] ever ask you or any other parent [that you know of] to talk to the pupils about their occupations, talk about social problems or to invite pupils to their place of work, etc.?	1	2	14
	SCHOOL ENVIRONMENT:			
4	The school has a clearly defined discipline policy understood by the pupils and consistently enforced by the school.			18
6	The physical environment of the school is attractive and promotes a positive atmosphere for teaching and learning.	5	2	11
7	The school buildings, classrooms and grounds are always kept in a good state.		7	11
7	The school provides the pupils with a safe and secured environment to learn.	1	5	12
8	Ensure that the school day, classes and other activities start and end on time.	2	10	6
9	Enforce firm policies regarding absenteeism, dress code and classroom behaviour.	4	12	1
12	The principal is always visible and accessible.	4	12	2
13	The principal and teachers serve as role models for the pupils and lead by example.	1	9	8
14	The school assists pupils with behaviour or social problems.	6	7	5
15	The school avoids expulsions and out-of-school suspensions, making use rather of in-school suspension accompanied by remedial support.		6	11
16	School holds regular programmes around social issues and problems, e.g. gang activity, drugs, aids, alcohol and community awareness.	1	3	14
17	School and teachers arrange for hallways and classrooms to be cheerfully decorated with student products, seasonal artwork, posters depicting positive values and school spirit.	1	5	11
19	Principal regularly checks on the progress of pupils, how teachers are coping and inspects the quality of schooling at the School.		2	16
22	School and teachers acknowledge cultural and religious differences in pupils and does not favour the one over the other.	3	4	11
23	Do you think that the School is giving you the best education/schooling possible under the trying conditions in the School?	16	2	
28	Do you think it is important that pupils should be part of the management and decision-making of the school?	16		1
	EXTRA-CURRICULAR programme [non-academic subjects, etc.]			
1	Does the school have a wide range of extra-curricular subjects and activities [including sport]?	7		8
3	Does the school have the necessary facilities and equipment to offer these extra-curricular activities?	1	3	11
6	The school has a formal reward system [prize-giving ceremony, presentation of medals, certificates, trophies] for recognising the accomplishments of the pupils.	12	5	

The pupils appear to be more objective in their criticism of the quality of schooling at *Auckland High School*. To get a more reflective assessment of the quality of schooling at *Auckland High School*, I feel that one should take note of the two extreme columns of responses; that is the "Yes" and "Never" column. There are not many definite "Yes" acknowledgements of a high standard of teaching or learning at the school. It is interesting to observe the high percentage of "never" responses to certain questions. For example the majority of the pupils responded "never" to questions revolving around the consistently enforced discipline code of conduct, teacher awareness of mixed ability classes, teachers motivating pupils, school being a safe environment, principal monitoring classroom teaching and teachers being seen as role models. The teacher is the person that will attempt to educate and develop the pupil cognitively, emotionally, socially and academically. If the

pupil does not respect or see the teacher as a role model, then the battle is lost. Despite the criticism about teacher commitment, lack of school facilities and the poor state of the school infrastructure, the pupils still feel that *Auckland High School* is providing the best schooling possible under the trying conditions. Then again, these are the pupils who decided to stay, whereas 192 other pupils voted with their feet and transferred to other schools.

Chapter Five : Conclusion

The study, its findings, conclusions and strategies are applicable to this area or school only, even though they may be generally relevant to the improvement of secondary schooling in other parts of the country as well. The methodological assumption underlying the case study is that a school and consequently the quality of schooling must be analysed in the “socio-economic (and political) developmental context in which the school operates” (Govinda and Varghese, 1993: 29). In other words this refers to the values entrenched in the community, the policies implemented provincially and nationally, the infra-structural facilities, school management, working environment, teaching staff and the teaching-learning environment, which in turn influence the academic results of the pupils at the school. What the case study and literature review have shown is that in assessing the quality of schooling of any school, especially a school in an economically deprived area, it is imperative to adopt a “whole school approach”. To analyse the quality of a school on the basis of one or a few previously selected indicators would be misleading and result in a misrepresentation. The case study has shown that measuring the quality of a school is a context-specific issue and that the particular circumstances of the school must be considered when attempting to measure quality. Schools differ in terms of the number of qualified teachers on the staff, the nature of interpersonal relations, the management styles of the principals, decision-making processes and communication levels between pupils, teachers and parents. These personal human aspects of schooling differ from school to school.

From 1988 the pupil enrolment at *Auckland High School* started declining. The dilapidated state of the school was cited as the reason for the decline in enrolment. Two years after the school was completely refurbished and renovated, the school still experienced a decline in enrolment, which took on another dimension, viz. a higher rate of teacher and pupil attrition. Govinda and Vargese argue that it is difficult to define “quality”, but what their study has shown is that “effective schools are those which use the teacher and learner time to the maximum in learning activities” and only then do the impact of school facilities, classroom practices, parental involvement and the other educational inputs enhance the quality of

schooling (Govinda and Vargese, 1993). Even though the infrastructure at *Auckland High School* was upgraded through the Reconstruction and Development Programme, the case study has shown that the school infrastructure is not the only indicator which impacts on the quality schooling. The case study has identified the ineffective teaching staff as being the root cause of most of the problems. But to isolate the teaching staff would be to ignore the impact of the supporting inputs, the enabling conditions and the school climate. All these other factors of the school in some way or the other contribute to the ineffectiveness of the teaching staff. In many ways it is not a simplistic cause and effect situation where a singular cause result in a certain effect. It is rather a case of the impact of collective, interrelated factors, viz. the high rate of teacher and pupil absenteeism, the high rate of teacher and pupil late coming, the high rate of teacher and pupil attrition, the decreasing pupil enrolment, the high percentage of teachers teaching core learning areas for which they are not qualified to teach, the polarisation of teaching staff, strained staff relations, an ineffective management team, the absence of any monitoring or professional support programme, as well as the surrounding socio-economic conditions. These are factors that need to be worked on by the school if it is to achieve at least an acceptable level of quality time on task, and move towards providing a better quality of education for its students.

All three constituencies conclude that no one constituency is responsible for the quality of schooling, but that the pupils, parents, teachers and educational department should work collectively to improve the quality of schooling at *Auckland High School*. All three constituencies suggest that quality schooling at *Auckland High School* cannot be attributed to one factor alone. Each constituency lists a number of separate, yet interrelated factors of which the particular circumstances of the school as a result of its social, environment and economic location, are very significant.

Having stated the above though, it is important to bear in mind that in South Africa under the previous apartheid government of the National Party, educational funding and development were racially based and as a result of this, major educational disparities currently exist between the "White", "Coloured", "Indian" and Black" schools. As

Schmelkes et al says: "To treat those who are unequal equally, is to perpetuate inequality or accentuate it" (1996:19). *Auckland High School* is located in an economically deprived area, consequently the quality of schooling will always be undermined and compromised because of the surrounding hostile socio-economic conditions, the low literacy level of the parents and the low economic status of the parents and the community. In the light of the vast disparities in past allocations and the present limited funds, it would be advisable for the Provincial Education Department to take cognisance of the specific needs of each school. Individual schools should be asked to compile a needs analysis of the school and prioritise their needs over the next few years. Provincial Education Departments need to develop closer relationships with the schools in their provinces through the circuit managers. Circuit managers should discard the past and present association of being the "messengers" and "enforcers" of the Provincial Education Department policies, and rather strive to assist schools in identifying their problems and developing mechanisms to improve the quality of schooling at their schools.

Davies and Ellison argue that by focusing on the individual schools and by using information from the students, parents and teachers, they are attempting to ensure that the study is "part of the school's own cycle of development planning and improvement" (1995: 6). As I found in my case study, I gained the co-operation of the respondents since there was a large degree of "ownership" involved as the study was about their school for their benefit, and not a study about a school for some external purpose. Also central to the study of *Auckland High School* was that the data collected was "part of the school improvement process and not just a means of sampling opinion and satisfaction" (Davies and Ellison, 1995: 8). On many occasions, because the teachers and pupils were involved in the research process, the school acted on data that could improve the quality of schooling at *Auckland High School*. For example, the pupils took it upon themselves to gain access to and upgrade the library. The pupil-teacher late-coming rate initiated a workshop in which the teachers addressed the problem of pupil and teacher late-coming. The classroom survey was used to motivate local companies to sponsor further upgrading at *Auckland High School*. If not to inform national or provincial policy, identifying indicators of quality schooling which

measure a broad range of outcomes, could be invaluable to the development of a school. Indicators can be employed to assess the state of schooling, advise future projects and identify those areas of schooling which need attention in the short and long term (Johnstone, 1976: 17).

Hence the models of Heneveld (1994) and West and Hopkins (1996) collectively present a perspective on quality schooling which facilitates the measuring of quality in that they assist in the identification of indicators of quality, while at the same time highlighting the importance of viewing these indicators within a specific context. The quality of schooling at a given school is thus not measured in terms of other schools, but is measured in terms of itself, in terms of what it provides against what it can possibly and realistically provide, given the contextual factors which apply. The models used in this study are helpful in that they point to the need for research on quality schooling to be contextually bound. They allow for a perspective which assists the researcher in gaining insight into the unique situation of the school and allow for a useful flexibility in terms of identifying indicators of quality schooling. It resists the rigid imposition of external indicators of quality onto a given situation, and thus facilitates the development of indicators of quality which are specific, realistic and therefore insightful.

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APPENDICES

Appendix Item:

1. Pupil questionnaire.
2. Teacher questionnaire.
3. Parent questionnaire.
4. Simplified Classroom observation schedule.
5. Classroom and school infrastructure observation schedule.
6. Number of pupils outside classrooms per period per day.
7. Pupil and Teacher late-coming observation schedule.
8. Daily Teacher Supervision of Absent Teachers.
9. Assembly and pupil gathering events schedule.
10. Location of *Auckland High School*.
11. Surrounding socio-economic conditions.
12. National Education Minister, Prof. Sibusiso Bengu's Reforms.
13. Education Budget Constraints.
14. Dilapidated state of The School.
15. Flooding, and broken window panes.
16. Action to highlight dilapidated state of *Auckland High School*.
17. Incorporation into RDP Culture of Learning: Presidential Lead Project.
18. Pupils upgrading classrooms and makeshift needlework changing room.
19. Governing Body Elections.
20. Parent and Community Invasion of *Auckland High School*.
21. Achievements of the Pupils and Positive Re-enforcement.
22. Pupils' Code of Conduct.
23. General Assembly of Pupils and Teachers in the Quad.
24. Micro-politics and Sadtu dominance.
25. (a + b) Deteriorating working conditions for teachers.
26. Provinces to decide how to spend provincial education budget.
27. National Minister of Education, Prof. Sibusiso Bengu Cartoon.

Appendix Item 1

QUALITY SCHOOLING INDICATORS

QUESTION	RECORDED RESPONSES
Name of Pupil interviewed. [optional]	
Age of Pupil	
Male / Female	
Religion	
Standard /Grade	
Number of Years at this school	

Instructions: Firstly make a CROSS [X] in the appropriate column next to the question [Yes/Sometimes/Never]. Secondly, please use the space below each question to elaborate on your responses. This is the most important part.

	Question / Indicator	Yes	Sometimes	Never
	CLASSROOM: Positive Climate For Learning			
1	Teachers demonstrate that they care about pupils by treating with consideration and respect.			
	Give Examples>			
2	Teachers demonstrate their belief in equity and the value of diversity by working with students in a fair, consistent manner, respecting ideas and differences of gender, economic or ethnic background.			
	Comments/Elaboration/Examples:			
3	Teachers regularly communicate what they expect of pupils when they give them any task/schoolwork to do.			
4	When a pupil fails a task, the teacher explains to the pupil why he/she failed and how he/she can succeed?			
5	Teachers regularly verbally praise pupils for their achievements or successful work completed.			
6	Pupils clearly understand and is constantly informed by teachers and school about the requirements to pass.			
7	Whenever new work is started, the teacher explains what is expected of the pupils, give clear step-by-step instructions and what skills will be learnt.			
8	Teachers regularly apply what is learnt in the classroom to real life situations.			
9	Teachers encourage pupils to ask questions, to make an input in the lesson and to share their own [pupil's] experiences in the lesson.			

10	Teachers encourage pupils to say that they do not understand, to explain the lesson again.			
11	Teachers do not throw-out pupils from the classroom unnecessarily and for too long which will enable them to catch up with work lost.			
12	Teachers do not demean, insult or use foul language to and around the pupils.			
13	Teachers communicate warmth and caring to all pupils by learning their names and something about their strengths, interests and needs.			
14	Teachers display warmth and good working relations for each other in the presence of the pupils.			
15	Teachers communicate to pupils that they important and valued through providing activities to develop good health habits and self-esteem.			
16	Teachers recognise that all pupils do not understand and grasp the work the same, and adapts the lesson to the needs of every pupil.			
17	The classrooms are welcoming, warm, promotes the subject being taught and generates a positive atmosphere of teaching and learning e.g. subject specific pictures on the walls, clean walls, clean floors, neatly arranged desks, lights working, etc.			
18	Teachers spend a lot of time working with individual pupils, helping them understand the schoolwork better.			
19	Teachers are always well prepared for their lessons.			
20	Teachers use different teaching methods and employs various teaching aids to convey to teach the subject content.			
21	Teachers regularly make themselves available to assist pupils with any problems.			
22	Teachers provide extra learning time outside of regular school hours for students who need or want it.			
23	Teachers regularly check if pupils understand the work, before proceeding to new work.			
23	Teachers give pupils task that are challenging, can be accomplished by the pupils and allows the pupils to be creative.			

24	Teachers provide immediate feedback to questions, assignments or tests.			
25	Pupils progress are regularly reported to them and their parents.			
26	Teachers give pupils ample time and adequate guidance to complete tasks.			
27	Teachers use grouping practices which encourage pupils to learn from one another as well as from the teacher.			
	PARENT INVOLVEMENT IN INSTRUCTION			
1	The School provide your parents with information, guidance and techniques to help you do extra learning and studying at home e.g. training sessions, handbooks, newsletters, etc.			
2	The School regularly [daily, weekly, monthly, quarterly, annually] inform your parents about your academic progress at the school and highlighting your strengths and weaknesses.			
	How many performance reports did you receive from the School about your progress at school for 1997?			
	Do you think the progress report of the school clearly explains and illustrate your strengths and weaknesses?			
	How would you improve the format of the reports?			
3	Did the school/principal/teacher of the School ever phone you or visit you at home concerning your school performance?			
	If YES, what was the reason for the visit/phone call?			
	If NO, should the school/principal/teacher make this personal contact with parents and the home environment?			
4	Did the School [principal or teachers] ever ask your or any other parent [that you know of] to talk to the pupils about their occupations, talk about social problems or to invite pupils to their place of work, etc. ?			
	If YES, elaborate?			
	Do you think such an activity should be encouraged? Why?			
	SCHOOL ENVIRONMENT:			
1	Teachers regularly explain to pupils the rules of the school, expected standards of behaviour and indicate the consequences of not following rules.			

2	Teachers introduce and expose the pupils to all the instructional requirements, facilities and procedures for the year.			
3	Teachers regularly promote self-discipline, responsibility and respect of rights and property among the pupils.			
4	The school has a clearly defined discipline policy understood by the pupils and consistently enforced by the school.			
5	Discipline of pupils concentrates on the offence and not attack the person of the pupil. School makes the offender aware of the disruptiveness of the misbehaviour.			
6	The physical environment of the school is attractive and promotes a positive atmosphere for teaching and learning.			
7	The school buildings, classrooms and grounds are always kept in a good state.			
7	The school provides the pupils with a safe and secured environment to learn.			
8	Ensure that the school day, classes and other activities start and end on time.			
9	Enforce firm policies regarding absenteeism, dress code and classroom behaviour.			
10	Pupils are provided with a written code of conduct specifying acceptable student behaviour, discipline procedures and consequences.			
11	Teachers and principal work to create a warm, supportive school environment.			
12	The principal is always visible and accessible.			
13	The principal and teachers serve as a role model for the pupils and lead by example.			
14	The school assist pupils with behaviour or social problems.			
15	The school avoid expulsions and out-of-school suspensions, making use rather of in-school suspension accompanied by remedial support.			
16	School holds regular programmes around social issues and problems, e.g. gang activity, drugs, aids, alcohol and community awareness.			

17	School and teachers arranges for hallways and classrooms to be cheerfully decorated with student products, seasonal artwork, posters depicting positive values and school spirit.			
18	Principal and teachers emphasis learning as the most important reason for being in school through public speeches and newsletters.			
19	Principal regularly checks on the progress of pupils, how teachers are coping and inspects the quality of schooling at the School.			
20	Teachers and principal promote a schoolwide belief that all pupils can be successful, and together the pupils and teachers can meet the challenges offered.			
21	Do you think that pupils can help to improve the conditions and functioning of the School? Explain and give examples.			
22	School and teachers acknowledge cultural and religious differences in pupils and does not favour the one over the other.			
	Comments/Elaboration/Examples:			
23	Do you think that the School is giving you the best education/schooling possible under the trying conditions in the School?			
	<p>Why:</p> <p>What are the good points about THE SCHOOL?</p> <p>What are the bad points about THE SCHOOL?</p> <p>What would you do to make THE SCHOOL a better school for the pupils?</p>			
24	Who should run/manage the school [principal alone, principal and teachers or the principal, teachers and parents]. Why			
	<p>Who:</p> <p>Why:</p>			
25	What was your worst experience at THE SCHOOL?			

26	What was your best experience at THE SCHOOL?			
27	Are you a member of the School's Student representative Council [SRC] or the Governing Body? Please state which one.			
	Why:			
28	Do you think it is important that pupils should be part of the management and decision-making of the school?			
	Why?			
	EXTRA-CURRICULAR programme [non-academic subjects, etc.]			
1	Does the school have a wide range of extra-curricular subjects and activities [including sport]?			
	List:			
2	Are the non-academic subjects used for what they are intended to for.			
3	Does the school the necessary facilities and equipment to offer these extra-curricular activities?			
4	Non-academic and extra-curricular programmes are scheduled so as to avoid disruption of learning time.			
5	The teachers and school provide opportunities for the pupils to excel in their areas of strength and receive recognition.			
6	The school has a formal reward system [prize-giving ceremony, presentation of medals, certificates, trophies] for recognising the accomplishments of the pupils.			

A few general questions:

1.	What do you understand by "quality schooling"?
2.	What would you consider to be "good" indicators of quality schooling at an educational institution?
3.	Who is in the best position to improve the quality of schooling?
4.	What are the obstacles which are undermining the quality of schooling at your school?

Thank You for your time, patience and commitment to improving the standard schooling for your child

Appendix Item 2

Improving the QUALITY of SCHOOLING

PERSONAL DATA

Position at School [teacher, HOD, etc.]		Qualifications	
Number of years at this school:		Subject/Department teaching in 1997:	

QUESTIONS

1	What do YOU understand by "quality schooling"?
2	What would YOU consider as "good" indicators of quality schooling at an educational institution like School [or any educational institution].
3	What do you think of the quality of schooling provided by the School?
4	Who is in the best position to improve or assess the quality of schooling at the School?
5	What is the function or purpose of an educational institution like the School?
6	Who/what should be the central focus of this educational institution?
7	What do you think the pupils wish to gain/accomplish at the School?

Appendix Item 3

QUALITY SCHOOLING INDICATORS

QUESTION	RECORDED RESPONSES
Name of Parent / Guardian Interviewed. [optional]	
Age of Parent	
Male / Female	
Number of Children at the School now [1997].	
In which Standard /Grade is each child	
Any children that has completed their schooling	If yes, how many and which year completed:
Any children at primary school that will be attending ? Explain why?	Yes / No

Instructions: Firstly make a CROSS [X] in the appropriate column next to the question [Yes/Sometimes/Never]. Secondly, please use the space below each question to elaborate on your responses. This is the most important part.

No	Question / Indicator	Yes	Sometimes	Never
A	PARENT AND COMMUNITY INVOLVEMENT			
1	Does the school, teachers and principal provide parents with information/reports regarding your children's educational progress? Give Examples>			
2	The school, teachers and principal ask parents about their children in an attempt to understand the needs and strengths of their children. Comments/Elaboration/Examples:			
3	The school's staff make parents feel welcome at the school. Give examples. Comments/Elaboration/Examples:			
4	Community members, including parents, support and attend school-sponsored events.			
4.1. How many school functions did you attend in 1997? 4.2. How many school functions did you not attend in 1997? Why not?				

5	Did the principal or teachers at - ever ask you to assist with any project, programme or activity at the school? If yes, did you assist? Why?			
5.1.	If YES, did you assist? Why?			
5.2	If NO, should parents be asked to get involve in school projects? Why.			
B	PARENT INVOLVEMENT IN INSTRUCTION			
1	- provide parents with information, guidance and techniques to help their children do extra learning and studying at home e.g. training sessions, handbooks, newsletters, etc.			
Comments/Elaboration/Examples:				
2	- regularly [daily, weekly, monthly, quarterly, annually] inform parents about the academic progress of their children at the school and -lighting their children's strengths and weaknesses.			
2.1.	How many performance reports did you receive about the progress of your child at school for 1997?			
2.2.	What problems/criticism do you have about the progress reports?			
2.3.	How would you improve the reports?			
3	Did the school/principal/teacher of - ever phone you or visit you at home concerning your child's school performance?			
3.1.	If YES, what was the reason for the visit/phone call?			
3.2.	If NO, should the school/principal/teacher make this personal contact with parents and the home environment?			

4	Did - [principal or teachers] ever ask you or any other parent [that you know of] to talk to the pupils about your occupations, talk about social problems or to invite pupils to your place of work, etc. ?			
4.1.	If YES, elaborate?			
4.2.	Do you think such an activity should be encouraged? Why?			
C	PARENT AND COMMUNITY INVOLVEMENT IN SCHOOL GOVERNANCE			
1.	Who should run/manage the school [principal alone, principal and teachers or the principal, teachers and parents]. Why			
	Who:			
	Why:			
2.	Are you a member of Governing Body?			
	Why:			
3.	Do you think it is important that parents should be part of the management and decision-making of the school?			
	Why?			
4.	How many parents meetings did you attend in 1997?			
	And if you did not attend some or any, why not?			
5.	Does - explain to parents how parents can get involve in the management structures, governing bodies or daily functioning of the school.			
6.	How can - improve the involvement of parents and the community in the daily functioning of the school?			

Appendix Item 4

QUALITY SCHOOLING: TEACHER / CLASSROOM OBSERVATION

Std: _____ Period: _____ Date: _____ Teacher: _____ Subject: _____

1. Was the teacher waiting for you at the front of the classroom when you arrived? **Yes** **No**
If No, explain why not? For example the teacher was still busy with the pupils from the previous period, inside the classroom, absent, the door was locked and the teacher was coming from the staffroom, etc.?

2. Did the class line-up in an orderly manner in front of the classroom before entering? **Yes** **No**
If No, explain why.

3. Did the pupils and teacher greet each other in a dignified manner? **Yes** **No**

4. How are the desks arranged: in single rows, double rows or groups? _____

5. **Answer these questions if a lesson was taught:**

- 5.1. How much time did the teacher spend explaining and talking? For example "whole period", "half-a-period" or "first 10/15 minutes"? Elaborate _____

- 5.2. Did the teacher use any teaching aids [chalkboard, Overhead projector, slide-machine, maps, worksheets, textbooks or any other equipment] during the lesson? _____

- 5.3. Could you easily follow what was explained? Elaborate? _____

- 5.4. Did the pupils take part in the lesson. For example: answer questions from the teacher, hold discussions on the topic, write on the chalkboard, etc.? _____

6. **Answer this questions if NO lesson was taught:**

- 6.1. Why was there no lesson being taught? For example: was the subject teacher absent, was the class being supervised by another teacher, was the teacher out of the room, was the teacher busy at the table, etc.

7. Did the teacher remain in the classroom for the whole lesson? **Whole Lesson** **Left**
How many times left the room: _____ Reasons for leaving: _____

8. How many pupils were **ABSENT**: _____ or **BUNKING**: _____

Did the teacher enquire about the absent and bunking pupils? _____

Quality Schooling:

Positive Atmosphere Of Teaching And Learning In The CLASSROOM

	<u>ITEM</u>	[Y]es	[N]eed / [D]on't /	<u>DESCRIPTION</u>	
		[N]o	Would [L]ike	Rm. _____	RDP-Project: Yes No
1.	Chalkboard				
2.	duster				
3.	chalk				
4.	dirt bin				
5.	Graffiti				
6.	painting in rooms				
7.	Pegboards				
8.	Subject Pictures				
9.	General Pictures				

10.	OHP and Transparencies			
11.	desks / chairs			
12.	textbooks			
13.	writing books			
14.	door, lock and handle			
15.	lights and switch			
16.	plugs			
17.	window panes and hinges			
18.	cupboards			
19.	special machinery for practical subjects			

Number of Pupils Outside Classrooms per Period per Day

DATE : _____

No of Teachers Absent: _____

<u>PERIOD</u>	<u>Number of Pupils Outside</u> [W]alking around [C]lassroom [F]ield	<u>REASON</u> Teacher [A]bsent / Door [L]ocked Pupil [P]ut-out / No [S]upervision	<u>Reasons for Putting Pupil Out</u> [D]iscipline / No [B]ook / [H]omework / [L]ate / [B]unking State any other reasons.
1	W _____ C _____ F _____		
2	W _____ C _____ F _____		
3	W _____ C _____ F _____		
4	W _____ C _____ F _____		
5	W _____ C _____ F _____		
6	W _____ C _____ F _____		
7	W _____ C _____ F _____		
TOTAL:	W _____ C _____ F _____		

Number of Pupils / Teachers Coming Late to School

DATE : _____

No of Teachers Absent: _____

BACK GATE

PERIOD	Number of Pupils	Number of Teachers	Any Teachers on Duty Who / How many?
8.10 - 8.15			
8.15 - 8.30			
8.30			
TOTAL:			

DAILY TEACHER SUPERVISION OF ABSENT TEACHERS

Date: _____

Number of Teachers Absent: _____

PERIOD	TEACHER ABSENT	CLASS /STANDARD Pupils [O]utside or [I]nside Pupils [N]oisy / [D]isciplined	TEACHER SUPERVISION [P] resent / [A] bsent If absent did teacher sign?
1			
2			
3			
4			
5			
6			
7			

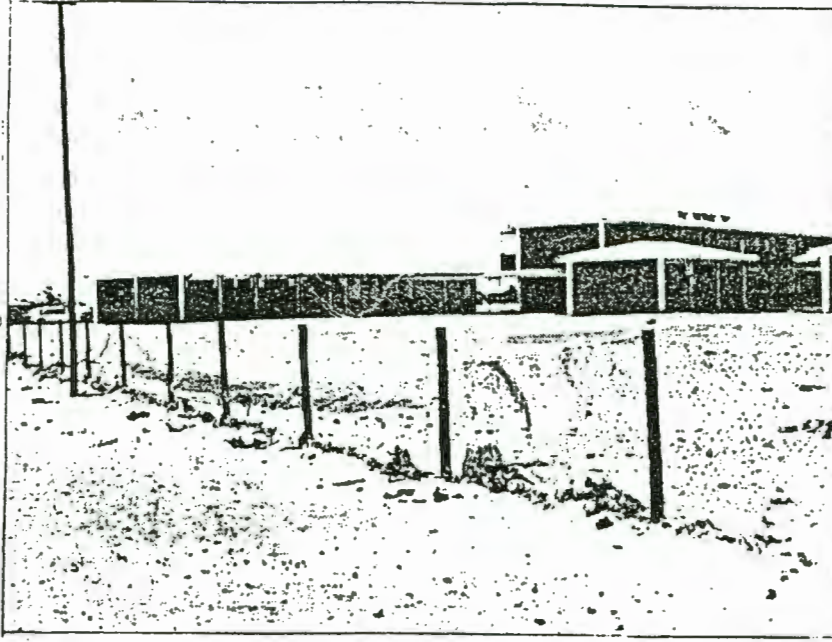
Number of Teachers Attending Assemblies

DATE : _____

No of Teachers Absent: _____

PERIOD	Number of Teachers Present	Teachers stand? [C]lass / [B]ack / [S]ide	Reasons for being Absent [L]ate / [A]bsent / [O]ffice / [P]arent / [S]taffroom
Start with Speaker			
8.15 - 8.30			
8.30			
Time to bring Assembly to Order			
Speaker and tone of Assembly: [M]otivation, [D]iscipline, [A]nnouncements			
Comments:			
TOTAL:			

Appendix Item 10



● THE sandy beginnings of — Secondary School when it was built in 1978.

8 Southern Mail, June 17 1987

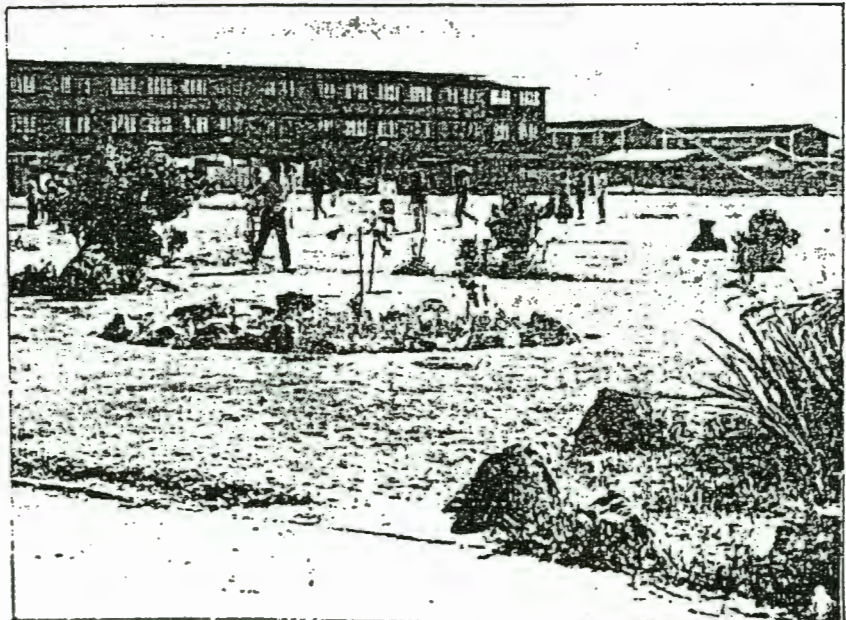
School proudly earns its place in community

BY PANNA KASSAN

FROM the sandy beginnings of what appeared to be a school placed in the middle of a desert, Senior Secondary is fast growing to be a school with a proud reputation.

"When the school was started initially in 1978, we had very little besides the buildings and the sand in which they stood," said.

With pupils' and teachers' determination and willingness to sacrifice time and effort, Secondary School has come a far way; the future ahead looks bright.



● AFTER dedicated effort by staff, pupils and businesses, Secondary School today proudly boasts green lawns and flourishing gardens that are an asset to the local community.

By **DOUGIE OAKES**

A FRIGHTENING increase in gangster activity has turned once-peaceful into a township of fear.

At least six different gangs are operating with impunity in the township, residents claimed last week.

"And they're making life a misery for decent, law-abiding people," they added.

In recent weeks, the fight for "influence" by warring mobsters has sent law-abiding residents scurrying for the safety of their homes.

MUGGING

"These days, decent people don't go out after six in the evening. We simply lock up and stay put," said Mrs Milly Koopman, who has lived in the area for the past seven years.



STRIKE SCUFFLE . . . Two youths in [redacted] manhandle a woman. [redacted] youths and gangsters roamed the streets of [redacted] managed to flee the youths, but some were caught and had their faces s



● THE graffiti on the wall of a flat in [redacted] tells it all — this is gangland territory.

■ The Cape Areas Housing Action Committee is co-ordinating attempts to deal with gangsterism in notorious

near [redacted], while police say they cannot make the area safe without support from residents.

NORMAN JOSEPH
Weekend Argus Reporter

ONGOING battles between the Mongrels and Mafias gangs in [redacted] can only be curbed and the area made safe if residents give greater support to police efforts, says spokeswoman Major Denise Brandt.

She was reacting this week to residents' growing fears about gang wars in the township, and calls by community leader Mr Joe Marks for job creation programmes and for-

eign investment to help raise living standards.

Since the beginning of July a man has been shot and killed in Ashley Court, three men stabbed another to death in Prince George Drive, another man was stabbed and died in Retreat Road, and violent robberies have been reported.

Mr Brentino Lendis, 18, of Kepel Court said: "In the evenings I have to walk home about 9 pm from my girlfriend's place to avoid confrontation with gangsters".

A [redacted] resident who wished to remain anonymous for fear of reprisals, said the fighting among gangsters induced fear in the area.

Major Brandt said: "The public and the police should form a 'communal police' to work as a team."

She explained that unless the community gave the police greater support, crime could not be combated effectively.

Mr Marks, chairman of the Cape Areas Housing Action

Gang battles: Nine injured

Staff Reporter

AT least nine people sustained gunshot wounds when more than 500 members of the American and Mongrel gangs fought pitched battles in and around [redacted] late yesterday afternoon, police confirmed.

Police shot and seriously wounded a gunman who blasted away with a double-barrelled shotgun, allegedly injuring four rival gang members during the three-hour battle which started near Prince George Drive about 5pm. The drive was cordoned off at one stage.

Two policemen were slightly injured.

Bengu's battle to make schools change course

Vow after day of shame at his alma mater

After a church service on Christmas Day in 1995, near his childhood home at Entumeni, near Eshowe in northern KwaZulu-Natal, Education Minister Sibusiso Bengu was taken by members of the congregation to his old primary school.

With him were many friends from his youth who, like him, are grandparents now.

They brought him to the school to see its state of disrepair.

"Sibusiso, you are our Minister of Education. What are you going to do about this?" they asked.

He saw a school wasted by years of neglect. Doors were broken, windows smashed and the playground was a dust bowl.

Nearby, two other schools which also served Entumeni's African community were in the same dilapidated state.

"I was so ashamed," said Dr Bengu.

That day he walked away from Entumeni knowing exactly what he had to do to set right decades of racial discrimination in South Africa's schools.

In the two years since he saw his old school, Dr Bengu has changed the school laws and set in motion many projects to improve education in South Africa.

He is surprised at critics who accuse him of "destroying education" but, he says, nobody ever listens for the joy in the voices of the very poor who, for the first time, have desks, books and classrooms.

Dr Bengu is struggling to make fundamental changes, like launching the new school curriculum, because he controls very little of the education budget.

He has power to shape policy and negotiate changes to education laws, but the new constitution has given control of finance to provincial governments.

This means that of the R36-billion South Africa spends on education, he is accountable for only R5.5-billion.

On the other hand, he is opening, on average, a school a week in the rural areas of the Eastern Cape, Northern Province, Mpumalanga and the North West Province.

In many cases, the schools are built by big business at Dr Bengu's request or with his blessing.

"The business community has done so much for education in this country. I cannot thank them enough."

When these communities are given buildings they also are given electricity, water and toilets - "luxuries", he says, city schools take for granted.

"It's crazy, but after provincial education ministries are allocated budgets I have to call them to find out how much they have been given."

Although seven of the nine provinces are controlled by the African National Congress, not all the new provincial governments are coping with the responsibility of providing education.

"Initially, the national ministry was to run the affairs of some provinces until they had the capacity to do it themselves.

"But instead of the hand-over hap-

INSIDE STORY

In this exclusive interview with
CAROL CAMPBELL,

Education Minister
Sibusiso Bengu tells of
his dreams, hopes and frustrations



ly when some provinces were not ready. This lack of capacity has led to a serious crisis in education in the Northern Province."

Saying "No" to the "luxuries" affluent schools demand, and meeting the needs of people who have been sidelined for decades, have come to be Dr Bengu's greatest challenges.

To set South Africa on the road to a new and fair education system, he began by repealing the apartheid education laws and replacing them with the Schools Act.

Everyone was pleased. The new law encouraged parents to get involved in their children's schools and it respected the right of a child to be taught in its mother tongue.

But while the law was well intentioned, South African classrooms were far from equal and Dr Bengu was under pressure to "show results".

Too many teachers staffed former white and coloured schools, especially in the Western Cape, and black children were still 70 to 80 in a class. He had to find a way to spread these intellectual resources.

"When I came into office I was convinced that to achieve this we needed to retrench teachers on a targeted and limited basis, but I was advised that this would be four times more expensive than offering voluntary severance packages (VSP) and redeploying others to needy schools - so I abandoned the idea," he said.

The voluntary severance package deal was offered throughout the civil service to everyone who would go.

"This is where we made our mistake. We should not have offered the VSP to everybody - it should have been more directed."

The exercise was costly as teachers who were not intended to be taken out of the system, including some in critical areas like maths and science, were allowed to leave.

Now the Education Department is reassessing the idea and, according to Dr Bengu's special adviser, Thami Mseleku, the minister is considering limited targeted retrenchment.

Of course the deal will have to be properly brokered with the trade unions - but they, too, are talking retrenchment.

The Education Minister and his team hit their first problem with the Schools Act specifically called schools "public schools" because we wanted the community to be involved in education. This did not mean Government would not have any say in the running of public schools," said Dr Bengu.



On course: Education Minister Sibusiso Bengu has a dream he is determined to fulfil

plan was implemented. In essence, it was meant to move redundant teachers into vacancies in needy schools. In this way, understaffed schools, especially in rural areas and the townships would be guaranteed well-trained teachers who had previously worked in white schools.

On paper everything looked good and the plan was backed by President Mandela.

In reality, the redeployment plan became a bureaucratic nightmare as the exodus of teachers left advantaged schools understaffed and reluctant principals tried to implement special lists compiled for them by the education department. Black communities weren't as welcoming of white teachers as the authorities had hoped. In many communities it was seen as another ploy to impose "white bosses" on young minds.

The Schools Act had given parents the authority to decide which teachers to employ - and 80 former white Cape Town schools decided to exercise that right and refuse to employ redeployed teachers.

They went to court and won; the redeployment scheme lay in tatters.

"The Schools Act specifically called schools 'public schools' because we wanted the community to be involved in education. This did not mean Government would not have any say in the running of public schools," said Dr Bengu.

The court battle was costly and he was accused of trying to equalise at the expense of quality.

and, with the Education Amendment Law passed by Parliament late last month, he took steps to regain some of the control he had given away in the Schools Act.

What the outcome of the redeployment scheme will be is unknown. Dr Bengu is reluctant to talk about it, but is working on an appeal against the Cape Town High Court's decision in favour of the Group of 80.

"I would not stay on as Education Minister if I did not believe in what I was doing," he said.

Dr Bengu has the support of Mr Mandela and the two are good friends.

"One day I was with the president when he took a call from Helmut Kohl (the Chancellor of Germany). He asked him straight out to help finance a scheme to train teachers on how to deal with multiculturalism and bigger classes."

During a recent visit to France, he discovered the French government, too, had been approached by Mr Mandela and had given money for the training plan.

Next year, his six-year-old granddaughter will begin Sub-A at a public school, one of the first children to be taught the new "Curriculum 2005" school syllabus, one of the minister's pet projects.

The new syllabus is intended to make South Africans more analytical and able to hold their own in the global village of the 21st century.

It, too, has had teething problems - mainly a shortage of resources.

And what of Dr Bengu's old school in Eshowe?

"I asked the business community to help me and they did. Last week, I received a phone call to say the schools had been renovated - and the community were thrilled. So, you see,

*Loye Angus,
Nov. 10, 1997*

CAPE TIMES
TUESDAY, APRIL 22, 1997 ★

COSTS PER LEARNER TO BE CUT

Bengu has budget blues

IN REAL TERMS the national education ministry has less to spend per learner this year than last, and feels left out of budget policy-making.

EDUCATION Minister Dr Sibiso Bengu is dissatisfied with the R36,5 billion allocated his department in the 1997/98 Budget, and wants planning and budget procedure changes.

Introducing a debate yesterday on his budget vote, Bengu said there was a decrease in real terms compared with last year, in keeping with the decrease in the overall state Budget.

"The education system enrolls more learners from year to year, and retains them in the system longer. With fewer funds in real terms, this means less per learner to go round. Decision-makers in education, and all who work in the system, are therefore faced with a clear set of challenges. Costs per learner must be reduced," Bengu said.

On the budget process, Bengu said it did not allow his ministry and department to influence the amounts voted for provincial education.

"In my view that is not how it should be. We have fought a fragmented 16-piece racial and ethnic system in order to embrace a fragmented 10-piece national/provincial system. The collective national interest in education is too important, and too costly, to be jeopardised, whether by lack of imagination, or by dogmatic insistence on unilateral provincial prerogatives.

"The simple truth is that we have one, integrated, interdependent system. Let us, national and provincial governments, do the rational and far-sighted thing, and plan for its

development," Bengu said.

He said a creative alteration would enable the national and provincial governments to address collective responsibility for human resource development.

Bengu said agreement should be reached on medium to long-range performance targets and priorities for resourcing common national goals and to work together to achieve them.

"I'm talking co-operative government within the strict terms of our Constitution, not national dictation," Bengu cautioned.

On voluntary severance packages, Bengu said his ministry was seeking new solutions to the problems of right-sizing and achieving unity in close collaboration with the organised teaching profession.

Dr Blade Nzimande, chairman of the parliamentary portfolio committee on education, called for the budgeting process to be broadened to allow MPs to play a role in

determining the government's education priorities.

Nzimande said he was concerned that the national department was not able to exert its influence on provincial departments, to ensure that they delivered on national objectives.

National Party education spokesman Mr Renier Schoeman said uncertainty in the teaching profession, funding, weak administration, political agendas and disruption of the tertiary sector were real threats to the stability of education.

Democratic Party spokesman Mr Mike Ellis called on the government to address the flight of experienced teachers and the capacity of provinces to co-ordinate and implement Curriculum 2005.

Unless the ministry of education was able to address these matters urgently, Curriculum 2005 would be still-born, said Ellis. — Political Staff

Unions reject budget plea

'We will not be W Cape's political footballs'

SABATA NGCAI
STAFF REPORTER

Last-ditch attempts by the Western Cape Provincial Administration to secure more funding from the central Government were dealt a severe blow when the trade unions refused to co-operate.

The unions said they would not allow themselves to be used "as political footballs to rubber-stamp the National Party's political agenda".

The unions, including the Congress of South African Trade Unions (Cosatu), the National Education,

Health and Allied Workers' Union (Nehawu) and the South African Democratic Teachers' Union (Sadtu) said they refused to be consulted at the last moment when they were ignored while the province drafted the budget 18 months ago.

The unions held a press conference at the Cosatu offices following what they said they saw as the National Party government lobbying their support to get more money from the Government.

The provincial government said its budget requirements for the 1997-98 financial year had been cut by about R780-million.

The unions alleged that at a joint sitting of provincial chambers called by the province last week, the provincial administration briefed them about the latest developments on the budget to seek their support.

"We won't allow ourselves to be used as political footballs by the National Party government," said Wilfred Alcock, Nehawu's provincial chairman.

In a statement, Nehawu condemned "actions" by the provincial administration as "disgraceful".

"We condemn in the strongest possible terms the disgraceful act by the National Party-controlled govern-

ment which briefed the trade unions at the tail-end of the budget process."

"This shows that the National Party has scant respect for the constitution of our country and the Labour Relations Act," Nehawu said.

"They do not recognise the right of trade unions to participate in decision-making processes nor do they practise transparency in this province."

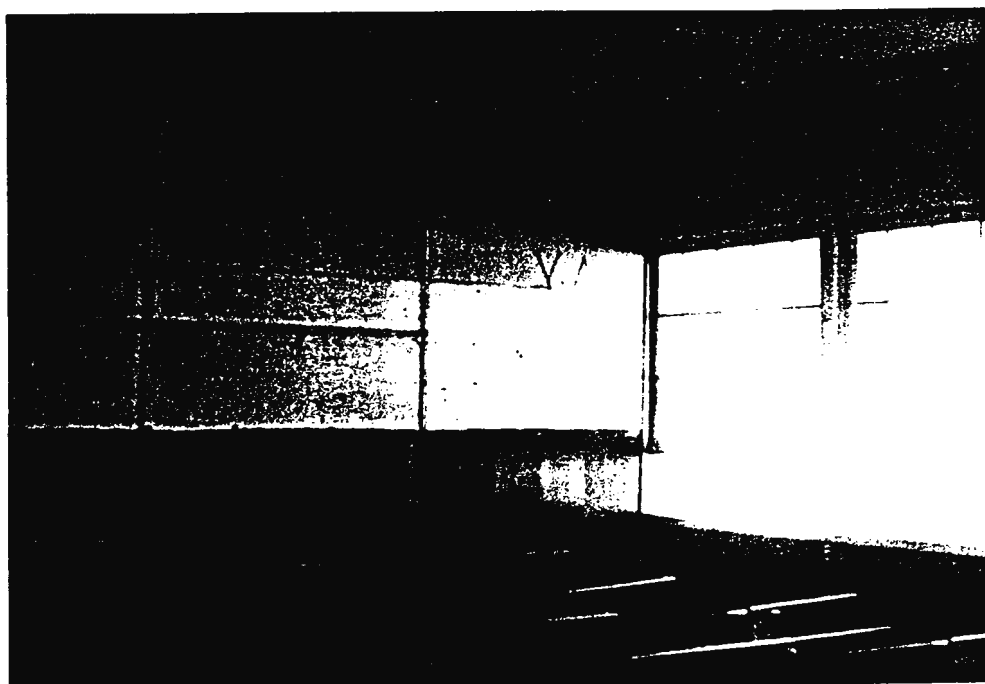
The unions said the budget allocations to the provinces were made "within the context of a commitment to equity in all provinces" and it was up to the provincial governments to prioritise their own allocations.

Singers for iamboree in US

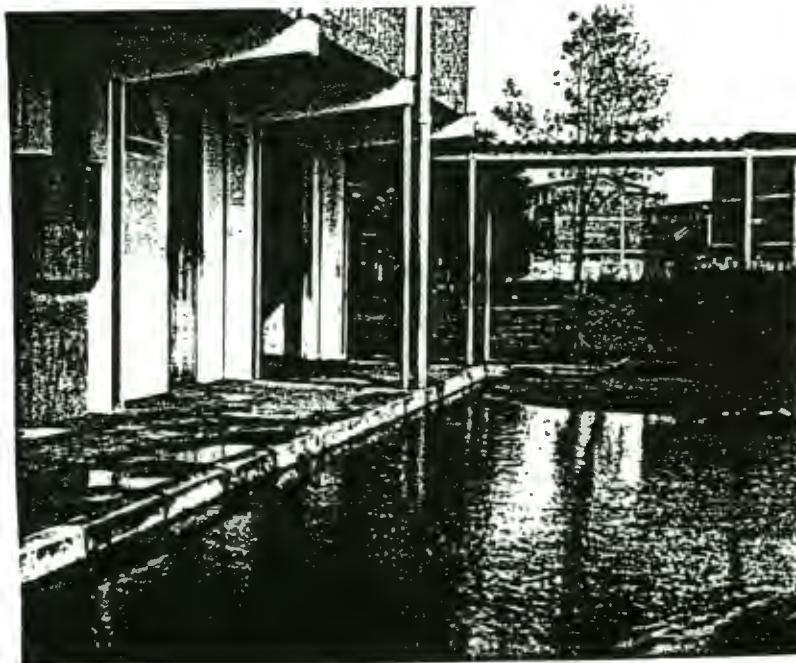
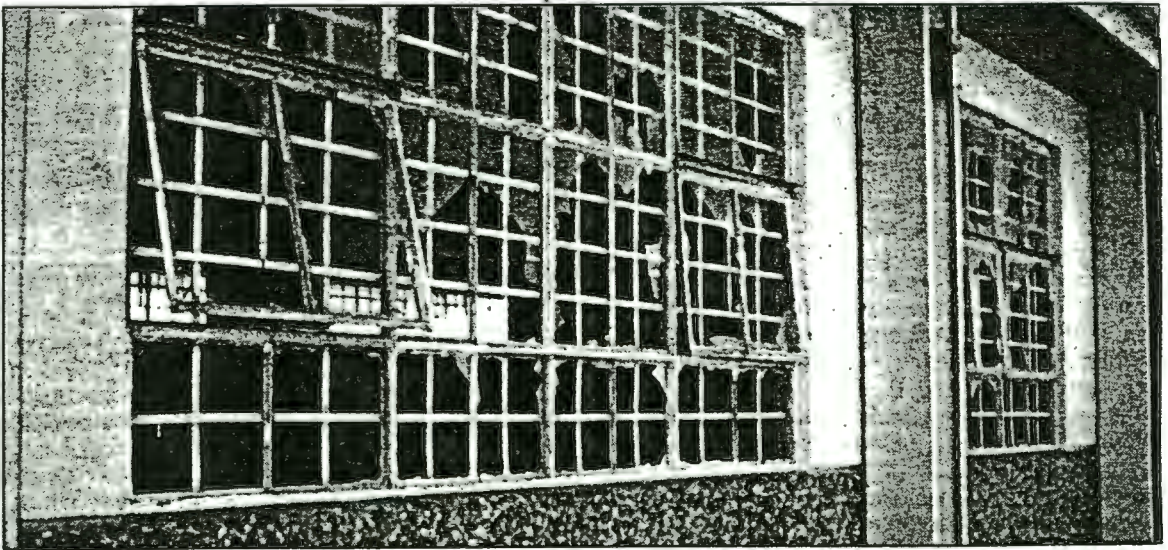
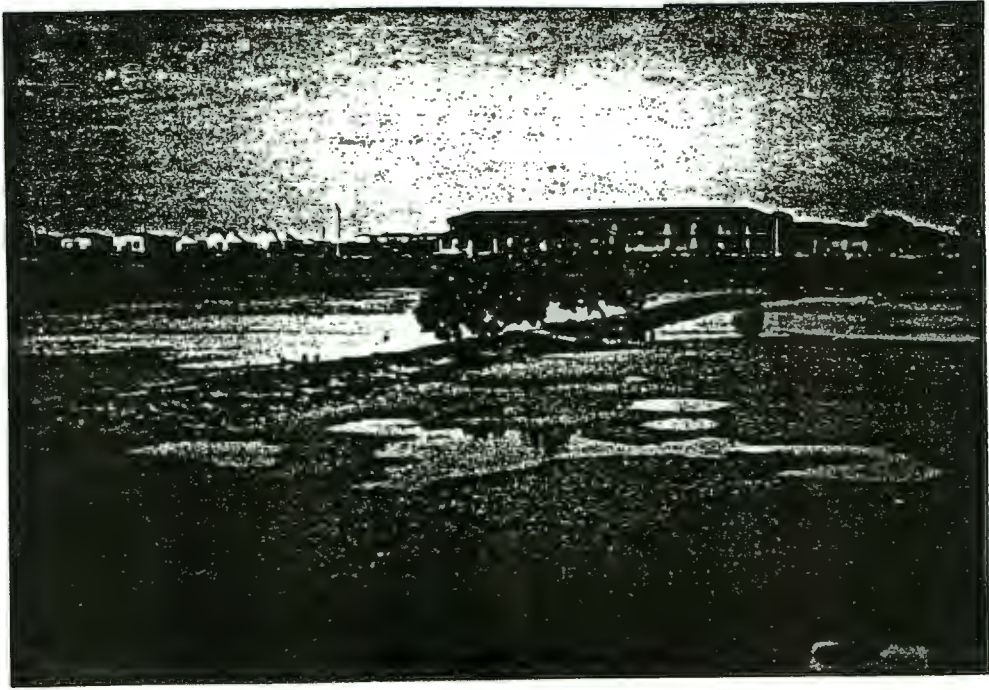
Appendix Item 14



BROKEN windows and damaged equipment - including walls and blackboards - have been the name of the game for Senior Secondary School which has been the target of vandals on a number of occasions. Staff and pupils have now called on the community to support their efforts to combat this wanton destruction of valuable property.



Appendix Item 15



Call for support as school battles vandals

MUCH-NEEDED repairs to

Secondary School, recently severely damaged by vandals, are underway and the principal and staff at the school are appealing to the community to take an active part in protecting the school and its assets.

Vandalism and theft, which occurred at least once a week during last year, has decreased tremendously after schools in the area embarked on an anti-vandalism campaign.

The employment of 24-hour security at the school has also played a major role in the decrease of vandalism.

Repair work costing R131 000 is being done by the Public Works Department from the Education Department's Reconstruction and Development Fund.

The money is being used to burglar-proof the school, replace broken windows and doors and fix the most vandalised classrooms.

Until recently the school had 270 broken windows and 800 lighting tubes which needed to be replaced.

"When we had parent meetings at the school in the past, teachers had to

bring their own electricity extension leads to supply light to the classrooms.

"We have also made use of candles to provide light," said RDP co-ordinator.

Many pupils were forced to write their June examinations in these conditions with little or no protection from the wind and rain.

The funds were allocated after many letters from the school requesting help as a matter of urgency before the onset of another Cape winter.

"Although we welcome this contribution, it is still a drop in the ocean and much more money is needed for upgrading.

The repairs, which are due to be completed by the end of the term, will

continued
on page 4

Children to march against vandalism

Staff Reporter

FURIOUS schoolchildren have joined forces to organise a protest march tomorrow to record their anger at continuing vandalism of schools in the area, following the latest break-in at a school which left damage estimated at more than R100 000 in its wake.

Vandalism at schools in the area is rampant and has continued unabated for at least three years.

The weekend attack at the School left a trail of destruction in the administrative wing, classrooms and the staffroom.

Tomorrow's march area will culminate in a "human chain" on Prince George Drive. It has been organised by pupils at High School and four primary schools,

and to record their opposition to gangsterism and vandalism.

Acting principal of said teachers, parents and pupils were living "in an atmosphere of intimidation.

"We will march to show we find it all very appalling. The march will highlight the need for the re-introduction of security staff at schools."

Retreat school among many anxious for RDP help to avoid bleak winter

Staff Reporter

DISADVANTAGED former Department of Education and Culture schools are waiting anxiously for promised RDP funding.

If Senior Secondary School in doesn't get the R131 700 allocated to it, the school could face another bleak winter of illnesses like bronchitis and pneumonia, which often result from conducting lessons in classrooms without windows and lights.

Last October the school was one of about 100 schools that responded to a request to submit a business plan which would secure them a slice of the R12 million made available by the Western Cape Education Department.

is now four weeks into the

new academic school year and the school has heard nothing.

Deputy principal said his school was in a bad state of disrepair. Nearly all the windows were broken, most of the classrooms had no light bulbs, there were not enough toilets and the school desperately needed fences and security gates to keep out burglars and vandals.

Last year the school was burgled three times in three weeks and was also hit by vandals. For that year alone, damage and loss of equipment such as books, tools and furniture, totalled R120 000.

Enrolment figures had dropped by 200 in five years.

Principal, who constantly faces threats of assault from gangsters, said he and his

staff felt unsafe and feared for their lives.

After numerous requests, protest marches against vandalism and a long wait, three armed security guards had been posted at the school.

The guards alternate between Senior Secondary and nearby Primary.

"Every day the school is left unguarded, sometimes for hours, and holes in the fence make it easily accessible to gangsters and vandals."

However, since the guards had been at the school, there had been a drastic decline in vandalism.

Education Department spokesman could not be reached for comment.

Appendix Item 17

WES-KAAP ONDERWYSDEPARTEMENT
WESTERN CAPE EDUCATION DEPARTMENT
ISEBE LEMFUNDO LENTSHONA KOLONI

4833719

DIREKTORAAT WERKE/DIRECTORATE WORKS

Navrae	Verwysing	Telefoon
Enquiries	Reference 7/1/1/12	Telephone
Mibuzo	Ubhekiso	iMonomfano (021) 45-5630/652

Die Skoolhoof
S/S

7945

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Office of the
i-Ofisi ye

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Town/City
iDolophi/iSixeko

KAAPSTAD/CAPETOWN

Poskode/Postal Code
iKhodi lePosi

Faks
Fax (021) 461-4082

PER REGISTERED MAIL

1995 -09- 2 7

RDP: CULTURE OF LEARNING (COL) : PRESIDENTIAL LEAD PROJECT

It is with pleasure that your school is hereby invited to participate in the RDP Culture of Learning: Presidential Lead Project. The aim of this programme is to restore a culture of Learning and Teaching in education institutions. The programme caters for repairs and renovations to existing school premises as well as quality of learning by targeting improvement of school governance.

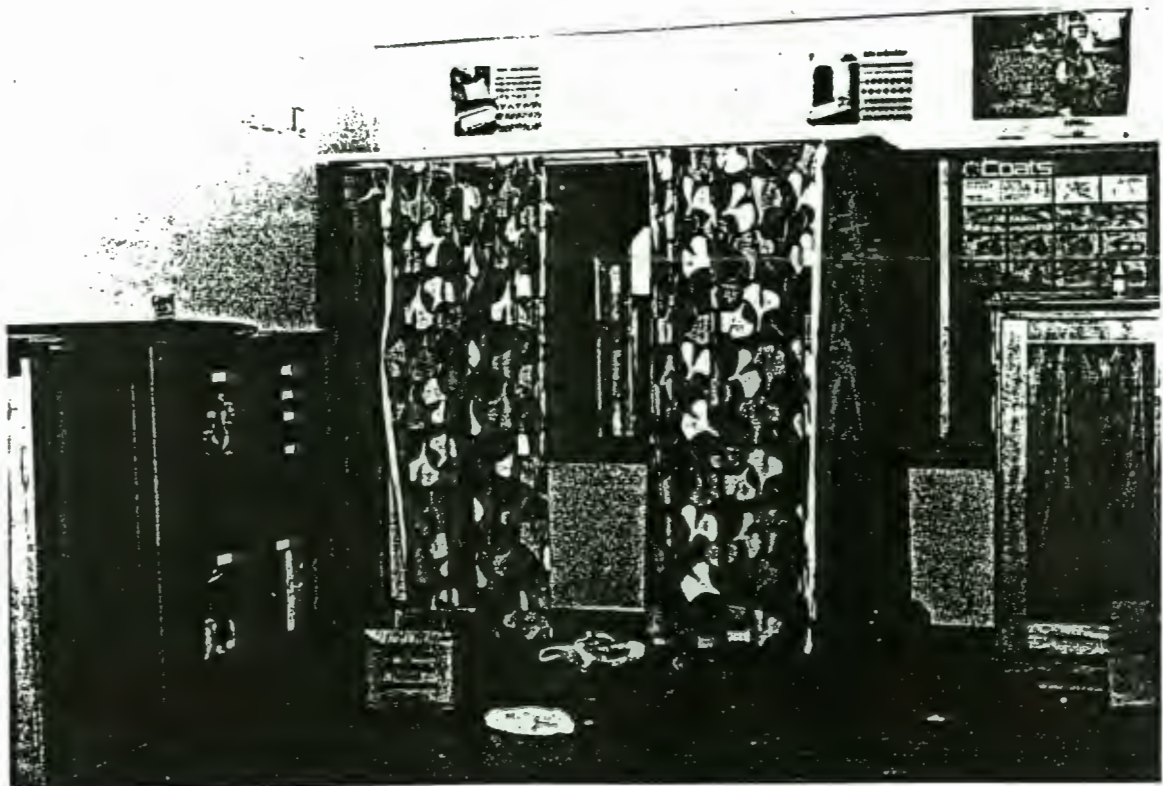
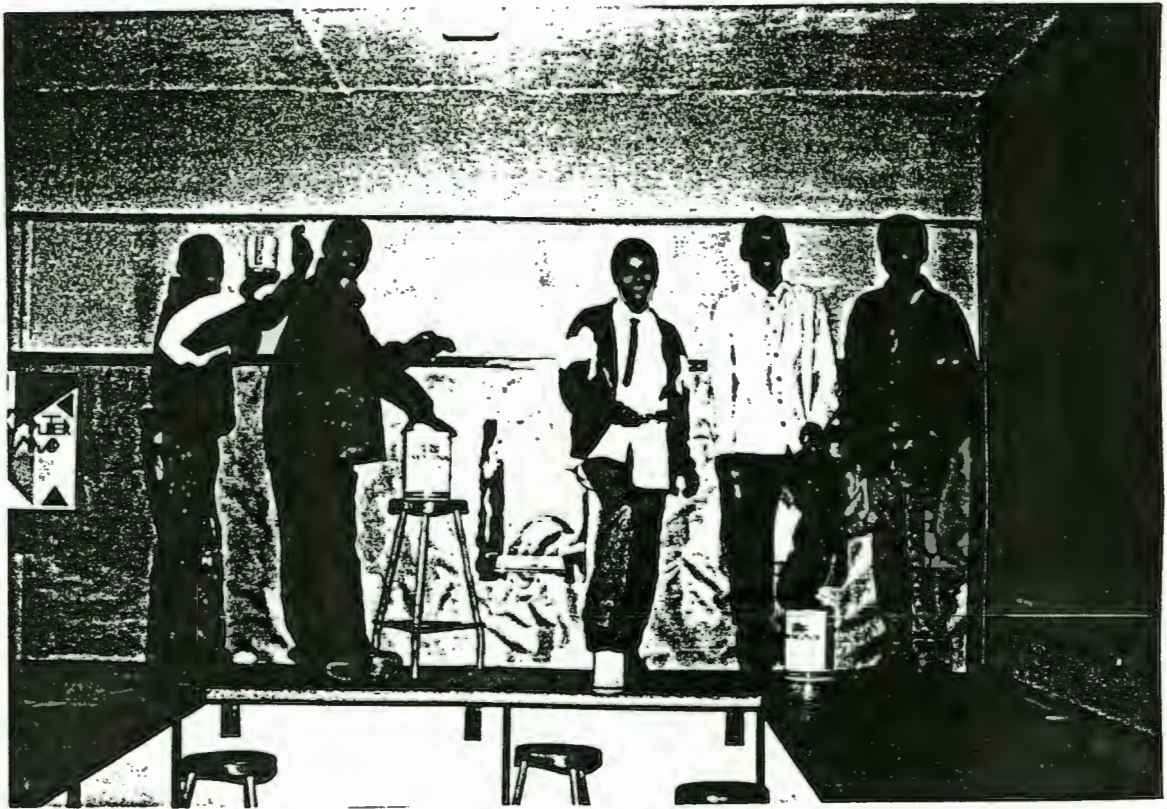
Finance for these improvements will be allocated on a per pupil basis to schools whose Business Plans have been submitted in accordance with the attached example and are approved. Based on current enrolment of 878 pupils, your school qualifies for an allocation of R.....131,700

Funds are limited, (only R12m is available for the programme this financial year) and therefore allocations will be made to between 100 and 120 schools on a "first come first served" basis. As this invitation has been sent to some 300 schools you are advised to submit your Business Plan for approval as soon as possible.

Business Plans will be scrutinized for approval in order of receipt commencing 1 October 1995. Thereafter funds will be allocated to schools in order of approval of their respective Business Plans until all available finance has been allocated. Those schools whose documentation is received too late for consideration for funds this year will be placed on a priority list for funding if available next year.

In terms of the objectives of the RDP/COL you are required to convene a meeting with your school community in order to identify a project team whose task it will be to complete the Business Plan. Once your project team and list of priorities has been identified, departmental, professional and technical staff will be available to assist you as required.

Appendix Item 18



School polls put off as parents fail to turn up

Deadline extended for Cape Flats

SABATA NGCAI
EDUCATION REPORTER

Loop Argus
906 30, 1997

Parents of pupils at some Cape Flats schools have failed to turn up for governing-body election meetings, making it impossible for elections to take place and forcing an extension to the polling deadline.

The number of parents must represent 10 percent of the number of pupils enrolled at a school before a governing body can be elected.

In some instances too few parents turned up, making it impossible to form a quorum.

For this reason, the Western Cape Education Ministry has been compelled to extend the deadline for the election of governing bodies by a month.

Education MEC Martha Olckers announced that schools which could not conclude their elections by the initial cut-off date of July 31 could postpone them to August 3.

Elections could be postponed only for:

- Schools for learners with special education needs.

- Schools obliged to postpone elections because of logistic problems, such as the unavailability of accommodation to serve as voting halls.

- Public schools where a quorum of enfranchised parents was not present at the first nomination and election meeting and where it was necessary to arrange a second meeting.

School principals have appealed to parents to attend the meetings.

In terms of the procedure, the electoral officers must see to it that parents are elected first, followed by teachers, non-teaching staff and pupils.

It has been learnt that in some cases parents who failed to turn up for elections asked why they should vote again when they had already elected the parent-teacher-students associations.

Schools threaten mass action

Dec. 3, 1997, Loop Times

TROYE LUND
EDUCATION WRITER

ROLLING mass action equal to the 1976 Soweto uprising and legal action to challenge retrenchments that go as far back as 1993 is what the Western Cape Education Department (WCED) will face if it implements plans to retrench 8 000 teachers by the end of next year.

This was the resolution taken by about 500 militant city teachers and principals who packed into Trafalgar High School hall last night after being addressed by principals and labour experts.

Labour law expert Mr Ganief Hendricks said: "The best legal brains in the Western Cape agree that the manner in which the unilateral retrenchments have been implemented, without consultation, is unlawful."

Challenging the way in which

rationalisation has been implemented may also challenge retrenchments that happened in 1993, Hendricks added.

Principals explained that if people did not fight the cuts — aimed at pulling the WCED out of its R458 million debt — they would be allowing the department to drive the "final nail into provincial education's coffin".

"The fight has not yet started. We cannot subject our children to the same system that we fought and shed blood to stop," said Mr Nazeem Hendricks of Trafalgar High School.

The most serious consequence of the cuts will be the loss of 8 000 teachers by the end of 1998.

The meeting heard how the cuts would mean classrooms jammed with up to 130 pupils. Some classes will have no teachers and some schools will have to

stop offering certain subjects.

Although the WCED said these cuts would simply enforce the 35 to 1 teacher pupil ratio in primary schools and a 40 to 1 ratio in high schools earlier than expected, the demand for education is such that many schools are already battling with 80 to 1 ratios.

Principal of Harold Cressey High School, Mr Lionel Adriaan, said: "You think what we had in the past was gutter education — well, we will miss that gutter education after these cuts."

"Teachers are overworked and classes overcrowded. We reject any further debasement of vital services such as education."

Adriaan has vowed that he will not fire the seven teachers whom he has been instructed to get rid of.

"There are already between 45 and 50 pupils in each class and

with seven fewer teachers the school will not function."

South African Teachers Association (Sata) spokesperson, Mr Mike Reeler, said the department's unilateral decision to introduce these cuts would also mean that many schools would open without key subject teachers next year.

He said: "It is the department's responsibility to deliver education. We know they have no money but, this is not our problem; not the problem of pupils."

Militant parents and teachers agreed last night: The government had to save money through cuts that did not deny children their constitutional right to basic education.

Concern was also raised that parents had not realised "exactly how horrific" the consequences of these cuts would be.

■ RETREAT

Civic 'invades' school grounds

□ f ~~parents~~ parents, residents confront principal

FEROZA MILLER
Staff Reporter

CIVIC association members climbed through the fence of the ~~school~~ Senior Secondary School in order to confront the principal about alleged problems at the school.

Relations have been strained for some time between members of the ~~school~~ and the principal of the school, which is situated in the heart of the notorious ~~gangland~~ gangland.

Enrolment at the school is down from 1 300 to 870.

When a ~~deputation~~ deputation called at the school on Wednesday, the caretaker refused to unlock the school gates and threatened to call the police.

The deputation was forced to "invade" the premises to gain entry.

The group comprised residents, parents and Joint Civic Initiative (JCI) co-ordinator

Last year ~~the school~~ tried to set up a meeting with ~~the school~~ to discuss issues including gangsterism at the school, overcrowding, no books, the pupil-teacher ratio, facilities, the allocation of school funds, suspension of pupils and upgrading of the school building.

These problems are common to many schools in the area.

Letters requesting a meeting were sent to Regional Education Minister ~~Mr. M. J. Daniels~~ and the secondary school. All but ~~Mr. Daniels~~ responded.

~~Mr. Daniels~~ chairman Charles Daniels claimed ~~the school~~ was never available.

~~Mr. Daniels~~ was also not available when Southern Argus attempted to contact him this week. His deputy, ~~Mr. Daniels~~ asked The Argus not to call the school. Later a Southern Argus reporter arrived at the school in the middle of a fracas be-

tween staff and ~~the school~~ members and was told to leave by the school secretary and

Attempts to bar the Press ~~the school~~ however, thwarted by ~~the school~~ members.

Classes had stopped by then and pupils and staff congregated in the playground where ~~the school~~ were addressed by

~~the school~~ told pupils: "Don't feel intimidated by the principal and teachers, but at the same time let us solve our problems peacefully."

"We all have a say in running the school, it is our school, not the principal's and we want you (the pupils) to participate in discussions."

One of the demands listed in a memorandum which was given to the school was the establishment of a Students' Representative Council (SRC).

A spokesman for the staff said: "We, as teachers, regard this as a joyous day. It is the

first time in the school's history that parents are saying how they want their school to be.

"We have several problems and we want to involve every single parent in solving our problems. It is true that our children are leaving the school in droves. From 1 300 we now have only 870 pupils."

Fifteen pupils, three from each standard, volunteered to participate in a meeting with ~~the school~~ and staff.

The pupils said they were fed up with being looked down on because of the area they lived in and said that a recent ~~the school~~ programme about ~~the school~~ put the area in a bad light.

An interim committee comprising two parents, two pupils and two staff members, was formed to start the process of establishing a Parent Teacher Student Association (PTSA) in two weeks time.

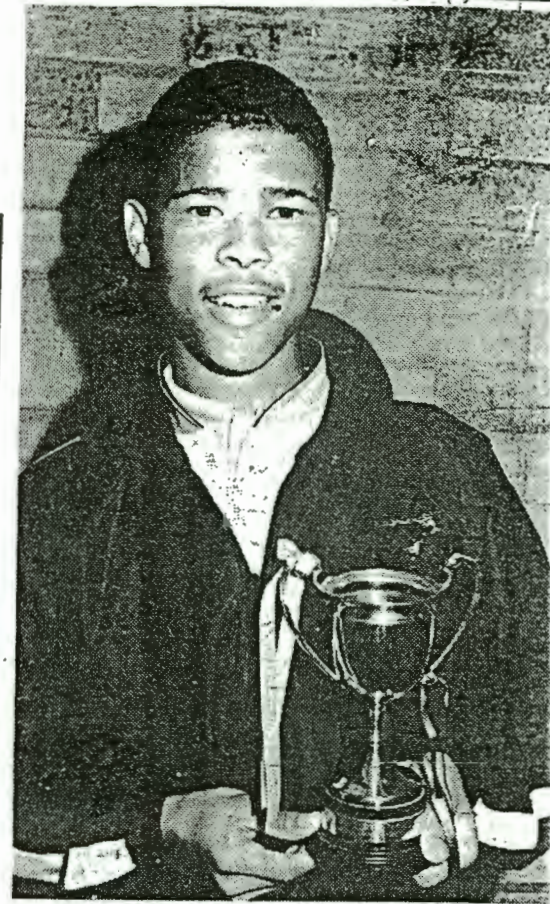
~~the school~~ will meet with Mrs ~~the school~~ on April 4.

We urgently need to discuss/respond to the following matters at a staff meeting on 22 March 1995:

1. the events of 15/3/95, when members of the ~~the school~~ Civic Association ~~the school~~ "visited" our school.
2. the article (relating to the above events) which appeared in the Southern Edition of The Argus on 17/3/95 (see article attached)
3. the establishment of a Parent-Teacher-Student Association (PTSA) at our school and reviving our SRC (which is not functional at the moment)
4. As agreed to in the meeting between the ~~the school~~ and our staff on 15/3/95, a PTSA steering committee, consisting of two parents, two teachers and two pupils was formed. These individuals would set in motion the process for the establishment of a PTSA at our school. This meeting took place on 16/3/95 at school. Present were ~~the school~~ and ~~the school~~ (representing the staff), ~~the school~~ and ~~the school~~ (representing the parents/community?). Unfortunately, ~~the school~~ (Bb) and ~~the school~~ (Bb) (representing the pupils) could not be present as they were writing their Afrikaans test. The ~~the school~~ High School PTSA constitution (see attached constitution) was briefly discussed and suggested as a possible basis for our school's PTSA constitution. It was felt that our school should try to launch our PTSA within the first two weeks of the new term. (Is this too optimistic?) The next meeting of the PTSA steering committee will be held on 23/3/95. In the meanwhile ~~the school~~ has withdrawn from the steering committee. (N.B. ~~the school~~ would like the minutes of our meeting with them to be made available to every class. They would also like to finish the agenda of our meeting as soon as possible.)



● **NEW HEIGHT:** Gavin Lenders, of ... clears over the bar at 2,08m eclipsing Graham Schaffer's record of 2,07m set in 1990.



Granville pips archrivals to win top award

Table tennis junior Granville Petersen is the recipient of the player of the year award for 1994 in the WP Union linked to the SA Council on Sport.

because it serves as a motivation for pupils at the beginning of the year,

Awards were also handed to the school's best fundraising contributors, to pupils who participated in music activities and ex-pupils who obtained degrees and diplomas.

The following students received awards: Mansoor Boltman: for his role in *Who killed Johnny Valentine* which was staged at the Baxter last year, Sport-persons of the Year: Gavin Lendis and Granville Petersen, Pupil of the Year: Esmé Witbooi, for her participation in sport, cultural and her achievement of four A-symbols with an aggregate of more than 90%.

4 Southern Mail, April 3 1996

Pupil award winners honoured at start of academic year

recently handed over certificates and trophies for academic performances, sport and

other extra-mural activities at its Award Ceremony held at the CAFDA Community Hall.

Guest speakers at the

event were Mr George Damon, Director of CAFDA and Mr Monray Meyer, an ex-pupil and New World representative.

The event was organised by the school's Cultural Society and although most schools host award ceremonies at the end of the year,

decided that it was better suited to be held at the start of the academic year.

Among the reasons for hosting this event

early in the year is that pupils' progress throughout the previous year is taken into account, matric results are checked and also

"In all spheres of life; sport, work and school, there need to be rules to ensure everybody's rights are protected. At school rules are necessary to ensure that every pupil receives a proper education, that every teacher can give the pupil the necessary schooling, that no-one or any property will be violated."

1. Late coming:

The school starts everyday at 08.10, unless otherwise informed by the office.

- 1.1. Names of latecomers with no valid reason, will be recorded in the detention book.
- 1.2. Detention: a) Room 21 on the day of offence for one hour after school.
b) Studying, schoolwork or cleaning of the school.
- 1.3. Pupil who absents him/herself from detention:
 - a) appear before Disciplinary Committee [DC].
 - b) offence officially recorded if there is no valid reason.
 - c) parent contacted and pupil booked again for detention [2 days].
- 1.4. Persistent late coming will be investigated by the DC. and based on findings necessary action will be taken: possible suspension and transfer.

2. Absenteeism:

- 2.1. A signed letter from parent with a contractible telephone number.
- 2.2. Class-teacher to contact parents to verify contents.
- 2.3. If letter is fraudulently written by the pupil:
 - a) parents will be contacted and the pupil is sent to detention.
- 2.4. Pupil absents him/herself from detention: [See 1.3.]
- 2.5. Absenteeism persist: [See 1.4.]

3. Bunking:

- 3.1. Class-monitor must collect registration folder at the start of everyday.
- 3.2. Class-monitor must note names of absentees and bunkers on the registration form daily, ensure that subject-teachers sign and submit the folder to the class-teacher during the administration period.
- 3.3. The names of the bunkers must be referred to the DC. [Mr. + Mr.].
- 3.4. Bunkers will be sent to detention, their parents informed and their names will be officially recorded.
- 3.5. Pupil absents him/herself from detention: [See 1.3.]
- 3.6. Bunking persist: [See 1.4.]

4. Smoking, Drugs, Alcohol and Sexual Abuse:

- 4.1. Pupils caught smoking on the school premises will be sent to detention.
- 4.2. School will provide assistance if there is evidence of personal problems with above.
- 4.3. Pupils found selling/using drugs, alcohol or inflicting sexual abuse will be expelled.
- 4.3. Pupil absents him/herself from detention: [See 1.3.]
- 4.4. Smoking persist: [See 1.4.].

5. Disruptive Behaviour in the Classroom:

- 5.1. Behaviour by the pupil which undermines effective teaching in the classroom will booked for detention, parents will be informed and if necessary the pupil will referred to a school psychologist.
- 5.2. Pupil absents him/herself from detention: [See 1.3.]
- 5.3. Disruptive behaviour persist: [See 1.4.].

6. Outsiders:

- 6.1. Will only be permitted on the school premises with written permission of the office
- 6.2. Strangers will be escorted off school premises by the security and if necessary police will be called in.

7. Vandalism:

- 7.1. Pupils defacing the school building, classrooms, desks, text-books, etc.; will booked for detention, names officially recorded and their parents will be liable damages incurred by the pupil.
- 7.2. Pupil absents him/herself from detention: [See 1.3.]
- 7.3. Vandalism persist: [See 1.4.]

8. School Uniform:

- 8.1. Only the official recognised school uniform will be allowed.
- 8.1. Pupils wearing takkies, jeans, too short skirts, graffiti jackets, etc. will and to come back in the stipulated time with the proper school uniform
- 8.2. No make-up or any excessive jewellery will be tolerated.
- 8.3. Girls will only be allowed to wear one pair of studs or sleepers or tear-signet ring.

9. General Playground Conduct:

- 9.1. No ball games will be allowed between the school buildings during intervals unless supervised by a teacher.
- 9.2. No littering and malicious damaged will be tolerated.
- 9.3. No pupils will be allowed in the classrooms during intervals unless to do schoolwork with the permission of the classroom teacher or under supervision of a teacher.
- 9.4. At the start of the day and after intervals pupils must line up in front of classrooms and only enter with the classroom teacher.

10. Re-admission of Problem Children:

- 10.1. Pupils recorded in the past as serious offenders and who would undermine effective schooling will not be permitted to return.
- 10.2. Pupils failing a standard for three years will not be re-admitted.

11. Behaviour of Pupils off the School Premises:

- 11.1. Pupils dressed in the schools' uniform are deemed to represent the school whether inside or outside the school, and is subject to all school rules and code of conduct.

Appendix Item 23





SOUTH AFRICAN DEMOCRATIC
TEACHERS' UNION (SADTU)



SOUTHERN SUBURBS' BRANCH

Enquiries: M Bantjies Tel: 7014212 (School) 7015692; 7013997 (Home)
Fax: 7015692

Dear Parents

5 August 1997

This week SADTU teachers will refuse to perform their duties in schools across South Africa. The strike will last for two days, Wednesday the 6th of August and Thursday the 7th of August.

The reason for the strike is simple. After months of negotiation between SADTU - and other public sector unions like NEHAWU and POPCRU - the state has indicated that it will not offer more than a 7.5% increase. SADTU has rejected this because it is below inflation which is about 9%. If SADTU accepts this offer it means teachers will earn less in real terms than they earned last year.

The strike is a legal strike - that is, it is a strike protected by the law. However, the principle of "No work, no pay" will apply. SADTU teachers will come to school but will not go to class. On Wednesday the 6th of August, SADTU teachers will leave schools from 11h00 for a march in Cape Town. In some instances this will result in the early closure of schools.

We apologize for any inconvenience this could cause. We hope that by being warned beforehand you can make appropriate arrangements for your children if the need should arise.

Thank you
Yours sincerely

[Signature]
(Branch Secretary)

SECONDARY SCHOOL
SEKONDERE SKOOL

(Established 1978)

Telephone
Fax

7845



Telefoon
Faks

6 AUGUSTUS 1997

GEAGTE OUDERS/VOUGDE

Dit spyt my om u mee te deel dat as gevolg van 'n staking deur die SADTU-lede van ons personeel dit onmoontlik gaan wees om 'n normale dag-program te volg vandag. Dus het ons besluit om die skool vroeg te verdaag.

Daar bestaan 'n groot moontlikheid dat die staking more kan voortduur. Indien dit die geval is sal ons weer genootsaak wees om u kind(ers) vroeg huis toe te stuur.

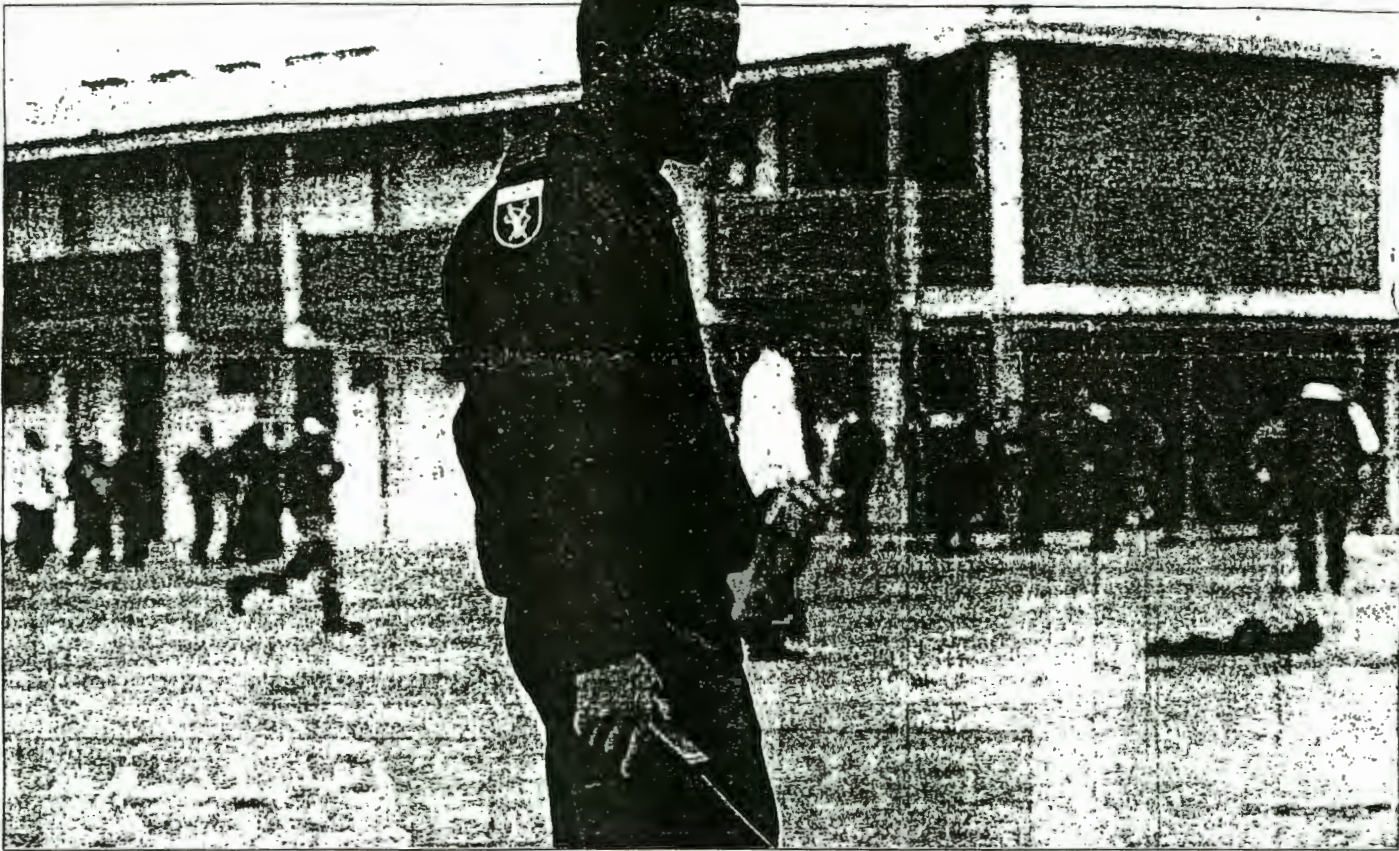
Ek vertrou dat u die situasie sal verstaan.

Die uwe

[Signature]
PRINSIPAAL

Playing dirty

Lupa Bryan, April 21, 1997



LEON MULLER

On guard: a security officer on duty at a Peninsula school. 'Bring back corporal punishment. A good whack or two on the behind is not child abuse or violence, it is just effective punishment,' says one principal

City schools turning into battlefields

Violence is becoming rife at schools across the city, and a Newlands principal has warned that action is needed urgently to prevent playing fields turning into battlegrounds.

High school heads blame worsening violence on television and film violence, drug abuse, gangs and the recent abolition of corporal punishment.

Several principals report a new trend: old-fashioned playground brawls, long a feature of schoolboy life, are becoming serious assaults.

This is in keeping with what has become the "accepted norm" of a violent society portrayed on television and in films, they say.

In one case, a matric pupil and martial arts expert hit a younger boy so hard after a school dance at SACS in Newlands that he had to have reconstructive surgery on his mouth.

A teacher at a Wynberg school confirmed an incident in which a boy jumping a tuck shop queue during break was abbed with a breadknife.

In Brackenfell, Standard 8 classes at two schools were recently reported to be plan-

SPECIAL REPORT



JOHAN SCHRONEN

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ning to "sort things out" in gangland style on a secret battlefield after school.

But police got wind of the imminent war and intervened by closing in on the instigators before the planned battle.

SACS headmaster Gordon Law cited a "lack of respect for people and property" and the increasing "physical approach" by boys as major reasons for the increase in schoolground violence.

"In the mass media, but especially on

television and in cinemas, everything is settled by some sort of violence," he said.

"School children are impressionable and easily influenced. When a famous cricketer appearing on television wears a certain headband or whatever, the next day half the school wears them.

"The same counts for violence; it became fashion overnight."

Mr Law urged: "Bring back corporal punishment. A good whack or two on the behind is not child abuse or violence, it is just effective punishment."

He said that punishment consisted of detention or picking up rubbish, while teachers had to hire security guards to keep watch on school functions such as discos. The "warning signs" were there and he appealed to the community to act now before school fields turned into battlefields.

Mr Law expressed shock over last week's incident at his school which happened after a disco.

The increase in drug abuse in schools and gangsters peddling drugs were also factors that introduced violence in schools, according to a Claremont teacher.

Schools in some Cape Flats areas

known for gangsterism had a different view of playground violence.

Teachers in Guguletu, Khayelitsha, Mitchell's Plain and Lavender Hill reported a gang culture among pupils of all ages.

Senior Secondary School, said teachers treated the problem by addressing the underlying family or social causes, rather than with a "cut and dried" punishment approach.

"Yes, it is true that many of our children belong to gangs, or at least associate with gangsters, but the true picture is not one of a school that is paralysed in the grip of gangs," said Mr Manie.

"When we detect a problem with a pupil, we try to turn a negative situation into a positive one by instilling a sense of ownership and responsibility into parents.

"The pupil will realise that we care and that he would be a good candidate for rehabilitation. But we need the support of the broader community.

"It is a dagger in my heart when the headmasters of some Model C schools ask us before a sports meeting whether it is safe and calm at our school."

W Cape to lose thousands more teachers

THE WESTERN CAPE Education Department says that disagreements with teachers have delayed the second phase in rationalisation, making it necessary to cut budgets for basic adult education and early child development programmes. **ERIC NTABAZALILA** reports.

THE Western Cape stands to lose thousands more teachers when the government implements the second phase of its redeployment plan — which it is to do as soon as agreement on teacher-pupil ratios is reached with the unions.

The Gauteng education department announced yesterday that it had overspent by R1 billion last year and was relying on implementing the redeployment plan to reduce an expected shortfall of R500 million this year.

Gauteng's MEC for Education, Ms Mary Metcalfe, said she was optimistic the plan would be implemented soon. She had received strong indications from a recent Heads of Education Departments Committee (Hedcom) workshop that the government was to give the go-ahead for the second phase of "right-sizing", entailing redeployment and voluntary severance packages.

The Western Cape's superintendent-general of education, Mr Brian O'Connell, said last night the department had not carried over debt from last year as sacrifices had been made to save money.

Cuts had been made to programmes such as basic adult education and early childhood development to save more than R28m. These cuts had become necessary because of the delay in implementing the right-sizing plan. The reason for the delay was a disagreement with unions over pupil-teacher ratios.

The present pupil-teacher ratios were 26:1 at secondary schools and 36:1 at primary schools.

"The department is aiming for 35:1 for secondary schools and 40:1 for primary schools for phase two," O'Connell said. "These figures are only an example as there has been no agreement with the unions."

Without the savings that phase two would allow, salaries accounted for 90,4% of the education budget.

"This means all other functions of the Western Cape Education Department must be funded out of only 9,6% of the budget. In monetary terms, this means a reduction of R120 million from last year.

"I hope, if the rationalisation policy is to continue, other methods will be found as we have lost good teachers. Unless there is a change ... that lets the government give much more money to education, these rationalisations will have to be instituted."

Right-sizing has caused an outcry among the public and teacher organisations who say that the best and most qualified teachers have taken packages.

Minister of Education Dr Sibusiso Bengu acknowledged earlier this year that there had been problems with the packages and said they would be reviewed.

He had been expected to name March 31 as the cut-off date for the packages. Metcalfe, the national Education Ministry and the National Professional Teachers' Organisation of SA (Naptosa) said yesterday that it was unlikely a deadline would be set.

National education spokesman Mr Thami Mseleku said right-sizing would not be halted as it was necessary to bringing about equity in teaching.

The process was being renegotiated with the teacher organisations, he said.

PROVINCES TO DECIDE STAFF QUOTAS

TEACHERS' ASSOCIATIONS fear that the Minister of Education's decision to leave it to provinces to decide how many teachers they can afford will sabotage standards. Education Writer **TROYE LUND** reports.

EMBATTLED Minister of Education Dr Sibusiso Bengu intends to wash his hands of the staffing, financial and rationalisation crises the provinces are facing.

For provincial education departments, crumbling under massive debt and having to cut back on teachers to save money, the tone of proposals tabled by the national Education Department yesterday was hardline.

Provinces must determine, from the funds allocated to them for each financial year, how many teachers they can afford to employ.

Staffing will be budget- and not quality-driven and predetermined national guidelines for teacher-pupil ratios will be scrapped.

Provinces will no longer have to spend more than 90% of their education budget on teachers as they are now doing. This effectively eliminates the national controls put in place to ensure a uniform standard of education.

The National Association of Professional Teachers of South Africa (Naptosa) walked out of yesterday's meeting, saying that if this proposal was adopted education standards would plummet.

It fears that provincial departments will appoint teachers who are "cheaper" in preference to those who are better qualified. It is also afraid that class sizes will increase as provinces continue to overspend and cut teaching staff.

Another facet of Bengu's new plan is halting the rationalisation he initiated last year. The intention is that the provinces should devise their own plans.

The national department said special measures would be put in place to complete the redeployment of teachers already on the redeployment list. Any further rationalisation that became necessary would be handled by the provinces.

"The timing of this was designed to catch the educator sector on the wrong foot as schools are closed and most teachers on holiday," said Ms Sue Reece, spokesperson for the Association of Professional Teachers (APT).

"This smacks of bad faith.

"Decisions to sack temporary teachers are aggravated by this move.

"Claims about reaching equity are simplistic and misleading since it is the poorest schools that will suffer most. This is another blow to the so-called culture of learning and teaching.

"With schools reeling from a shortage of teachers and delayed planning, how are they supposed to introduce the new Outcomes Based Education?"

The new plan would cause irreparable harm, said Mr Mike Reeler, spokesperson for the Western Cape Council of Teachers (WCCT).

"It is against the constitutional provision that entitles all children to quality education," he said.

"Pupil-teacher ratios in the Western Cape will be far higher than 35:1 in high schools and 40:1 in primary schools."

Bengu was at pains to justify his plan.

"Changes have arisen as a result of budgetary and environmental factors that make it impossible to synchronise, effecting equity in funding and effecting equity in personnel provisioning," Bengu said.

"Negotiation on these measures will commence immediately."

Bengu said he no longer had a say in determining the budgets of the provincial departments, as he had in 1994.

"The environment has changed to such an extent that the present measures on educator provision — and especially how these are applied — do not necessarily harmonise with budgetary measures.

"An instrument has been developed by the national Department of Education to assist provinces in deploying educators once it has been decided how many can be employed.

"This instrument, or others developed by provinces, will be used as a guideline to deploy available educators equitably."

The proposals are to be debated by the Educators Labour Relations Council.

In whatever form they were adopted, the education laws would be amended accordingly, Bengu said.

Dec 23, 1997
(27)
Sue Reece

LEADER PAGE

THE SUNDAY INDEPENDENT
DECEMBER 28 1997

